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THE CANADIAN

# WELFARE

SUMMARY

APRIL - MAY

## *Leading Articles*

Facing Up to Welfare Costs and Services

Board Members Look at Boards

They Do Not All Die

Relief Families Surveyed

What Councils of Agencies Do

Le Bureau d'Assistance  
Familles de Montreal

Creative Efforts of the Young Child

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.....

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CWS  
July 1939



## **Youth's Prayer**

By HELEN R. Y. REID

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*From weariness and all dull sloth,  
From grief and fearfulness and pain  
Defend us not, O Lord, but give  
Us courage, ever and again!*

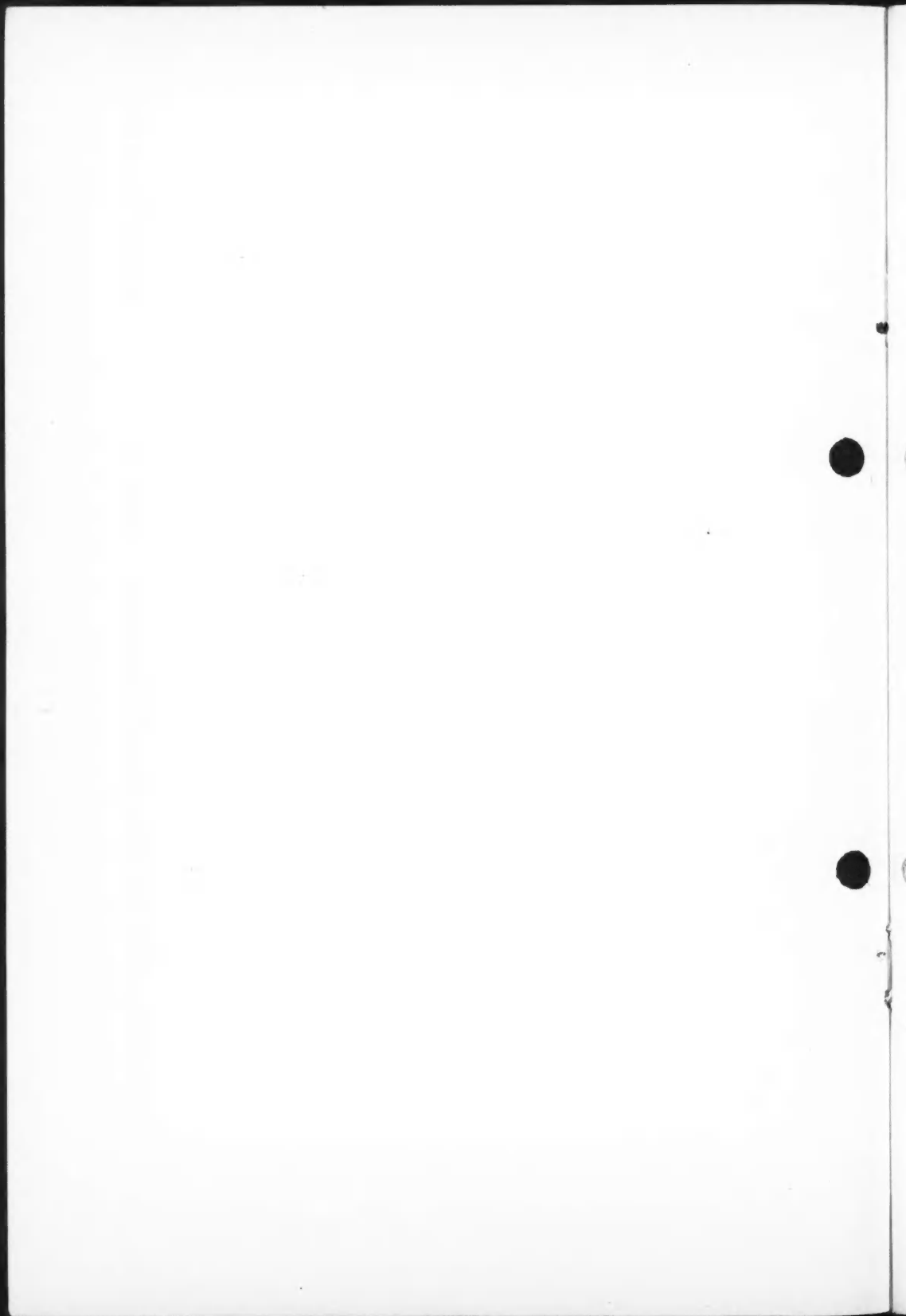
*Courage to meet the daily task,  
Greatness of heart to fear no change,  
A thinking mind in time of stress,  
And tolerance where'er we range.*

*Protect us not lest we grow weak;  
Chasten and strengthen us, dear Lord,  
That we may be reborn again,  
That we may seek no soft award!*

*Send Thy great wind to clean our souls;  
Let no man shirk the things that be;  
Upright and strong with shining gaze,  
Facing the storm we come to Thee!*

*'Tis said, as yet "man is not Man"—  
But in Thine image all are made,  
And Thy son came to point the Way—  
Should we, his brothers, be dismayed!*

*Give us no easy task, O Lord!  
But give us courage! Let us grow!  
Thy face to seek, our goal, our rest,  
Thine arms beneath us, then, to know.*



# The Canadian Welfare Summary

VOL. XV

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No. 1

## Facing Up to Public Welfare Costs and Services

### *Editorial Note*

IN THE conviction that a much more informed and responsible public opinion must be created throughout Canada, as to the nature and extent of our public social services, Dr. H. M. Cassidy, Director of Social Welfare for the Province of British Columbia (and since appointed Professor of Social Economics of the University of California) has undertaken the difficult task of attempting to extract from the public accounts and from such statistics as are available, cumulative totals of the occurrence and costs of these services over a typical twelvemonth. The results of his study follow, with his own comments as to the difficulties encountered in making these extractions. These comments and suggestions are offered, of course, as Dr. Cassidy's personal observations.

And because Dr. Cassidy's analysis brings home so forcefully the lack and need of definite policies and planning in respect to these services, a further brief summary is offered, setting forth the principles which the Canadian Welfare Council has been advocating in recent years, if our social services are to be developed with justice to beneficiaries and taxpayers alike, and within the reasonable capacity of our state to provide them.

Dr. Cassidy prefaces his analysis with certain explanations. His study sets forth the major items of expenditure on Canada's public welfare services in the year 1936 in so far as they can be compiled from available public documents, together with figures on the main categories of public dependency for the year 1937. He emphasizes that the data are rough and inadequate and that he ventures to present them in this present form only because of the lack of more accurate and more detailed compilations. "Such rough figures," he adds, "representing all that it has been possible to prepare from the published materials available in a provincial capital, and about all that could be done anywhere in Canada without extensive research, will show, perhaps, the great need for the better organization of statistics on our social services."

### *Serious Lack of Social Service Statistics*

Dr. Cassidy also offers the following comment: "The lack of good social service statistics for the country as a whole may be attributed partially to the fact that there is no single agency or branch of the Dominion Government which is concerned with the social services. Various Dominion departments which administer particular services, such as the Department of Labour, the Department of Pensions and National Health and the Department of Finance, all compile and publish statistical reports upon their own work, while the Dominion Bureau of Statistics does excellent work in certain parts of the field, particularly where the Bureau itself collects the original data directly. But there is no adequate Dominion service for compiling statistical information on certain of the social services which are administered by the provinces and by the municipalities. Were a Dominion Department of Public Welfare or even a Dominion Research Bureau, concerned with all aspects of the social services, to be created it is surely to be expected that one of its first tasks would be to develop an orderly system of social service statistics for the whole country.

"A second and more fundamental difficulty is that there is no common understanding or agreement in Canada upon the scope of the social services. Nor have the respective categories, territories and jurisdictions within this broad field been defined. Hence the same terms are used with different meanings in different places and there is little approaching uniformity in record keeping, accounting or statistics on the part of the hundreds and even thousands of government offices, Dominion, provincial and municipal, which administer Canada's public social services. In consequence any attempt that is made at present to compile summary figures from diverse sources leads inevitably to difficult problems of segregating data under headings that have real meaning.

"A further difficulty is that information is not published by some provinces on the costs of certain services or on the volume of services rendered. In some cases figures are only reported on an annual and not on a monthly basis. Fiscal year periods vary from province to province. Distinctions between gross and net expenditures are often far from clear. Statistics on municipal activities are particularly diverse in classification, and are often unreliable or are even unobtainable except by direct reference to municipal authorities.

"In view of the present lack of system in collecting, compiling and reporting financial and other statistics of our social services it is impossible at present to prepare an accurate statement of the volume of services being rendered or of total costs to the taxpayer. However, something can be done by way of approximation and estimate, and that is all that is attempted here."



## *I. Canada's Public Welfare Bill*

H. M. CASSIDY

*Professor of Social Economics, University of California, and, until recently,  
Director of Social Welfare for the Province of British Columbia*

CANADA's public welfare bill is now about \$250,000,000 per annum, or 25 per cent of the total expenditures made by government in this country, so far as can be determined from our inadequate social service statistics. Such expenditures in the year 1937 were made mainly, although not wholly, to support an army of public dependents which numbered about 1,550,000, or nearly 14 per cent of our population.

The social services may be defined broadly as those organized activities, public and private, that are primarily and directly concerned with the conservation, the protection and the improvement of human resources. The chief public social services may be classified as education, labour administration, social insurance, public assistance, child welfare, corrections (penal and reformatory institutions and related services), mental hygiene and public health.

For the purposes of this study public welfare is considered to include all of the public social services, except education, labour administration and social insurance. The term "health and welfare" will, to some people, appear to describe this broad field more accurately. In general it may be said that the public welfare services, as defined here, cater to the needs of three underprivileged classes in our population, the destitute, the defective, (mental or physical and without the means of independent care and support), and the delinquent. These are the social casualties who cannot solve their own problems or who have committed offences against the community, so that they require temporary or permanent assistance from the state or complete maintenance or detention by the state. Of course, a certain amount of work is done by the public welfare services for persons who do not fall in any one of these three classes of social casualties, but most of their work (even that of the public health agencies, which are in theory concerned with preserving and protecting the health of the whole community) arises out of service to the dependent group.

Since the great bulk of the persons who are served by our public welfare services are dependents, the huge cost of public welfare in Canada, as in other countries, is explained mainly by the heavy expenditures necessary to provide them with food, clothing, shelter, medical care and other necessities of life, either in their own homes or in institutions. No statistics are compiled currently in Canada to show the total extent of public dependency, but it is possible to piece together information from different sources to obtain an estimate, and this is

TABLE I  
Estimated Number of Public Dependents in Canada, 1937, by  
Main Categories, and Percentage of Population<sup>1</sup>

(NOTE—Population and Numbers in Estimates are for 1937; Table II totals apply to 1936)

<i>Public Assistance</i>	Number	Population <sup>1,3</sup>	Per cent of Population
Unemployment Relief <sup>2</sup> .....	1,015,800	11,120,000	9.13
Indians on Aid <sup>3</sup> .....	19,000	(includes Yukon and N.W.T.)	.17
Mothers' Allowances <sup>4</sup> .....	73,500		.66
Neglected and Dependent Children <sup>5</sup> .....	33,000		.30
Poor Relief (Provincial and Municipal) <sup>6</sup> .....	100,000		.90
Old Age Pensions <sup>7</sup> .....	174,900		1.57
War Veterans' Allowances <sup>8</sup> .....	28,000		.25
War Veterans' Unemployment Assistance <sup>8</sup> .....	30,000		.27
Total.....	1,474,200		13.26
<i>Institutional Care</i>			
Patients in Tuberculosis Hospitals <sup>9</sup> .....	6,500		.06
Patients in Mental Hospitals <sup>10</sup> .....	39,000		.35
Adults in Charitable and Benevolent Institutions <sup>11</sup> .....	12,000		.10
Reformatories and Industrial Schools <sup>12</sup> .....	3,700		.03
Jails and Penitentiaries <sup>12</sup> .....	7,000		.06
Total.....	68,200		.61
Grand Total.....	1,542,400		13.87

(1) Figures for December 31, 1937, have been used wherever possible, otherwise for the nearest available date, except as indicated in the notes that follow. The figures refer to "persons" rather than "cases"—that is to say, single persons plus heads of families and their dependents. There is probably a limited amount of duplication in the figures for the various categories. For instance a person counted as an old age pensioner might be listed also as a mental or tuberculosis patient, while a number of persons on war veterans' allowances are also recipients of local poor relief or institutional care.

(2) Source — Report of the Dominion Commissioner of Unemployment Relief for the year ended March 31, 1938. The figure represents a monthly average for the year 1937. Persons in receipt of material aid, including farmers and their families in Saskatchewan drought areas and elsewhere, are included, as well as persons receiving aid through works projects and other forms of assistance, such as farm placement, single homeless men, assistance to settlers, relief settlement and youth training schemes.

(3) Source — National Registration Branch, Dominion Department of Labour. These figures cover Indians in receipt of material or agricultural aid for January, 1938.

(4) Source — Canada Year Book, 1938, p. 798. Basic figures from which the total has been compiled show the number of mothers and dependents in receipt of allowances as at the end of provincial fiscal years ending in 1937, except in the case of Nova Scotia, for which figures for the fiscal year ending November 30, 1936, have been taken.

(5) Source — Dominion Bureau of Statistics, Quinquennial Census of Charitable and Benevolent Institutions in Canada, June 1, 1936. These figures cover children under the care of child welfare institutions, including children's aid societies, or living in refuges or institutions with dependent adults. A good many children who are not, strictly speaking, public dependents are no doubt included in these figures.

(6) Since detailed information from the provinces and municipalities on this point is not available, this figure is frankly a very rough estimate based upon accurate figures for British Columbia and partial information for one or two other provinces.

(7) Source — Canada Year Book, 1938, p. 780.

(8) These are estimates, based upon the number of cases in each class as listed in the annual report of the Dominion Department of Pensions and National Health for the year ended March 31, 1937, and an estimated number of dependents at the rate of 1.5 dependents per case, the approximate ratio in the case of war veterans' unemployment assistance in British Columbia.

done in the table opposite. *The figures are intended only to cover those individuals who are dependent wholly or mainly upon public support, because of destitution, physical or mental defect or delinquency.* They do not include war pensioners, persons living on superannuation allowances, recipients of workmen's compensation payments or others who are living on state funds in return for services rendered by themselves or by their deceased breadwinners, or as a matter of contractual right.

### *Fourteen Per Cent of Population Dependent*

The table shows that in 1937 nearly 14 per cent of our population fell in the category of public dependency, although 1937 was a relatively prosperous year, the high point of the upward movement in industry and employment from the depth of the depression in 1932 and 1933. Naturally the extent of dependency was much greater in earlier years of heavier unemployment. In 1934, for example, incomplete figures suggest that the number of public dependents probably exceeded 2,000,000 persons, or nearly 20 per cent of the population. The volume of public dependency in the early part of 1938, so far as can be judged from partial data, was perhaps a little lower than that of 1937, mainly on account of a moderate decline extending into the early autumn in the volume of unemployment and agricultural relief.

The table makes it clear that the problem of public dependency is much more than one of unemployment relief.<sup>1</sup> In 1937 recipients of other types of public assistance made up about one-third of all public dependents. Since many wholly or partially unemployable persons with their dependents were in receipt of unemployment relief during 1937 proper classification, involving the transfer of unemployables to other categories, would have led to figures that would give still greater weight to the other types of assistance.

In Table II figures that show approximate public welfare expenditures by Canadian governmental bodies for the year 1936 are given.

<sup>1</sup>Which, it should be remembered, is taken here to include relief to farmers and their families in the drought areas of Saskatchewan and elsewhere.

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(9) The average daily number of patients in tuberculosis hospitals, 1936, according to the Dominion Bureau of Statistics report on hospitals in Canada for 1936. A limited number of these patients would not be public dependents.

(10) Patients in mental hospitals as at December 31, 1936, according to the Dominion Bureau of Statistics Annual Report on Mental Institutions, 1936. A limited number of these patients would not be public dependents.

(11) Not including persons in receipt of old age pensions. Source — Dominion Bureau of Statistics bulletin on benevolent and charitable institutions, June 1, 1936.

(12) Persons in custody, December 31, 1936, as reported in the Canada Year Book, 1938, p. 1034.

(13) Dominion Bureau of Statistics estimate of population, 1937.

TABLE II  
Public Welfare Expenditures by the Dominion Government, the Provinces  
and the Municipalities for the year 1936<sup>1</sup>

	Provincial	Municipal <sup>2</sup>	Total	Population <sup>3</sup>	Per Capita
British Columbia.....	\$11,455,000	\$2,872,000	\$14,327,000	750,000	\$19.10
Alberta.....	6,827,000	3,025,000	9,852,000	772,000	12.76
Saskatchewan.....	9,606,000	6,772,000	16,378,000	931,000	17.59
Manitoba.....	5,982,000	3,000,000	8,982,000	711,000	12.63
Ontario.....	41,999,000	17,796,000	59,795,000	3,690,000	16.20
Quebec.....	17,732,000	11,761,000	29,493,000	3,096,000	9.53
New Brunswick.....	1,303,000	514,000	1,817,000	435,000	4.18
Nova Scotia.....	2,742,000	704,000	3,446,000	537,000	6.42
Prince Edward Island....	783,000	8,000	791,000	92,000	8.60
Other Municipal.....		9,000,000	9,000,000		
Total.....	98,429,000	55,452,000	153,881,000	11,014,000	13.97
Dominion.....			109,111,000	11,028,000	9.89
(includes Yukon and N.W.T.)					
Grand Total.....			262,992,000	11,028,000	23.85

(1) Dominion and provincial figures in this table are taken from Table III. The figures, which are for the fiscal year ending in 1937, or the nearest fiscal year for which information was available, should be taken as only approximately accurate. They are intended to represent net expenditures by the different units of government. Those expenditures attributed to the provinces and the municipalities do not include Dominion funds disbursed by these branches of government in connection with unemployment relief, old age pensions, etc.

(2) Source — Dominion Bureau of Statistics Bulletin on Municipal Statistics, 1935, except for constituent figures on unemployment relief expenditures, which were taken from the Bank of Canada Statistical Summary, April, 1937. The figures cover expenditures by municipalities on health, sanitation, charities, hospitals and recreation, which may be taken as a fairly complete list of their public welfare activities. However, figures are only given for cities and towns having a population of 10,000 and over, which, in 1931, contained about 84 per cent of the total municipal population, and are incomplete for Alberta, Manitoba and Quebec. For this reason a rough estimate of \$9,000,000 has been made to cover other municipal expenditures not segregated by provinces in the table. It is impossible to say, from the data at hand, how large a margin of error there is in this estimate.

(3) Dominion Bureau of Statistics estimates for 1936.

### *Two Hundred and Fifty Million Dollars a Year*

The table shows that our total public welfare bill in 1936 probably exceeded \$260,000,000, of which 41.5 per cent was contributed by the Dominion, 37.4 per cent by the provinces and 21.1 per cent by the municipalities. It should be noted that this does not include expenditures by the Dominion Government amounting to \$48,629,000 for the fiscal year ending March, 1937, on pensions and medical care for war veterans and the incidental costs of administration.

The figures on per capita of population expenditures by provincial and municipal governments within the various provinces should be used only with great caution as a rough guide to the relative costs of public welfare in the different parts of Canada. Complete data would no doubt show considerably greater expenditures than are listed in the table for the municipalities of Alberta, Manitoba and Quebec and would increase per capita figures for these provinces. Moreover, Do-

TABLE III  
Public Welfare Expenditures by the Dominion Government and the Provinces for the Year 1936 or Nearest Fiscal Year<sup>1</sup>  
(Thousands of Dollars)

Service	Dominion <sup>2</sup>	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I. Provinces	Total	
Unemployment Relief <sup>3</sup>	79,100	7,600	4,300	6,200	3,300	29,300	9,100	600	1,100	500	62,000	141,100
Old Age Pensions	21,153	555	426	684	683	2,369	<sup>a</sup>	307	670	64	5,758	26,911
Mothers' Allowances	—	444	514	483	446	3,037	<sup>b</sup>	—	400	<sup>c</sup>	5,324	5,324
Poor Relief <sup>4</sup>	—	167	—	11	79	95	75	—	46	—	473	473
Child Welfare	—	76	60	94	76	236	54	6	79	5	686	686
Institutions for Destitute and Infirm	—	56	—	23	64	171	<sup>d</sup>	3	—	—	317	317
Hospitals	—	1,073	477	416	438	1,472	<sup>e</sup>	20	181	10	4,087	4,087
Mental Institutions and Services	—	568	614	941 <sup>7</sup>	489	2,964	1,139	75	45	123	6,958	6,958
T. B. Institutions and Services	—	253	237	282	82	858	60	146	129	33	2,080	2,080
Public Health, General	—	182	114	233	134	649	654	115	74	22	2,177	3,049
Penitentiaries, Jails, Industrial Schools	2,372 <sup>8</sup>	218	85	239 <sup>7</sup>	179	753	86	27	18 <sup>9</sup>	24	1,629	4,001
War Veterans' Unemp. Assistance	2,435 <sup>11</sup>	—	—	—	—	—	—	—	—	—	2,435	2,435
War Veterans' Allowances	3,179 <sup>11</sup>	—	—	—	—	—	—	—	—	—	3,179	3,179
Miscellaneous	—	263	—	—	—	—	—	4	—	2	6,940	6,940
Total	109,111	11,455	6,827	9,606	5,982	41,999	17,732	1,303	2,742	783	98,429	207,540

(1) Sources — Public Accounts of the Dominion and the provinces, excepting in the case of unemployment relief figures, which were taken from the Bank of Canada Statistical Summary for April, 1937, and in the case of Dominion expenditures on public health, war veterans' allowances and war veterans' unemployment assistance, which were taken from the report of the Dominion Department of Pensions and National Health for the year ending March 31, 1937. Figures are for the fiscal year ending in 1937, excepting those for unemployment relief and for the provinces of Quebec and New Brunswick, which are for the fiscal years ending in 1936. All amounts given represent net expenditures. Administration expenses have been included where there was a separate department of health or welfare or a department in which both functions were combined.

(2) Certain other expenditures made by the Dominion Government might legitimately be included in this column, but it was difficult to segregate them, on account of the way in which expenditures are reported in the Dominion Public Accounts. In particular, there is nothing here to cover health and welfare services for Indians. Figures on public health are net expenditures of the National Health Section, Department of Pensions and National Health, including administration.

(3) These figures include expenditures on "public works" from unemployment relief funds. The Dominion figure includes an amount of \$29,600,000, which is listed as having been spent on public works.

(4) This item is intended to cover expenditures not listed elsewhere for the maintenance of destitute persons, essentially those who are unemployable or the members of families in which the head is unemployable and who have not, therefore, been eligible for unemployment relief. However, this is not an

item that is reported uniformly in the public accounts of the provinces, so that it was difficult to segregate figures clearly. It is quite possible that actual expenditures on what may be properly considered poor relief were much in excess of the figures listed here.

(5) Systems of old age pensions and mothers' allowances were not in effect in these provinces in 1936.

(6) Grants to hospitals, orphanages, old people's homes and other charitable institutions and agencies are made from the "Public Charities Fund". As it was not possible to segregate expenditures on such items disbursements of \$6,539,000 from the Public Charities Fund are included here.

(7) In Saskatchewan mental institutions, jails and industrial schools were administered by the Public Works Department in 1936 and the figures listed here include repairs, renewals, etc., as well as the cost of maintenance of inmates, for British Columbia and for the other provinces (so far as the Public Accounts indicate) expenditures on institutional repairs, renewals, new construction, etc., are not included.

(8) Expenditures on penitentiaries only.

(9) Not including any expenditures on jails, which could not be located in the Public Accounts.

(10) Including administration expenses of the Department of Public Welfare.

(11) These services, administered by the Dominion Department of Pensions and National Health, are for ex-soldiers who are destitute or whose pensions are too small for full support. Thus they are granted only after application of a "means test". Expenditures on pensions, on medical service to war pensioners and on departmental administration are not included.



minion expenditures on public welfare services are not spread among the provinces in proportion to population and if details on this point were available they would no doubt show that the distribution of public welfare benefits is somewhat more even than the table suggests. However, when full allowance is made for these factors it is still pretty clear that public welfare services have been provided much more extensively in the western provinces and in Ontario than in Quebec and the Maritimes.

In Table III figures are presented to show expenditures by the Dominion and the provinces upon the major public welfare services, so far as these can be segregated from reports that are available.

It appears from the table that unemployment relief was much the most costly public welfare service to the Dominion and the provinces in 1937, for it absorbed 68 per cent of their total expenditures on public welfare. Next in importance, accounting for 13 per cent of the total, was old age pensions,\* with the various other services falling far behind in relative importance.

Per capita of population figures for the various provinces have not been included here. But anyone familiar with the distribution of population in Canada will see that on a per capita basis provincial government expenditures on public welfare vary greatly. Clearly in the maritime provinces the financing of their public welfare services is as yet much less of a problem than it is to Ontario and the western provinces with their extensive services. However, it is dangerous to compare public welfare expenditures by the different provincial governments unless municipal figures are also brought into the picture. The proportion of public welfare charges assumed respectively by the provinces and the municipalities differs considerably from province to province, so that low provincial expenditures do not necessarily mean that the people of a province obtain inadequate services, or vice versa.

### *Maintenance of Dependents Far Exceeds Preventive Expenditures*

Table III shows also that the great bulk of our public welfare expenditure is incurred in order to maintain and support destitute, defective and delinquent persons. Clearly the burden of public welfare costs upon the taxpayers of Canada arises chiefly from the efforts of Canadian governments to keep dependent persons alive, rather than to prevent people from falling into dependency or to rehabilitate those who have become social casualties.

The table brings out the fact that the relatively tiny sum of about \$3,000,000 is all that was spent on "Public Health, General" in 1937.

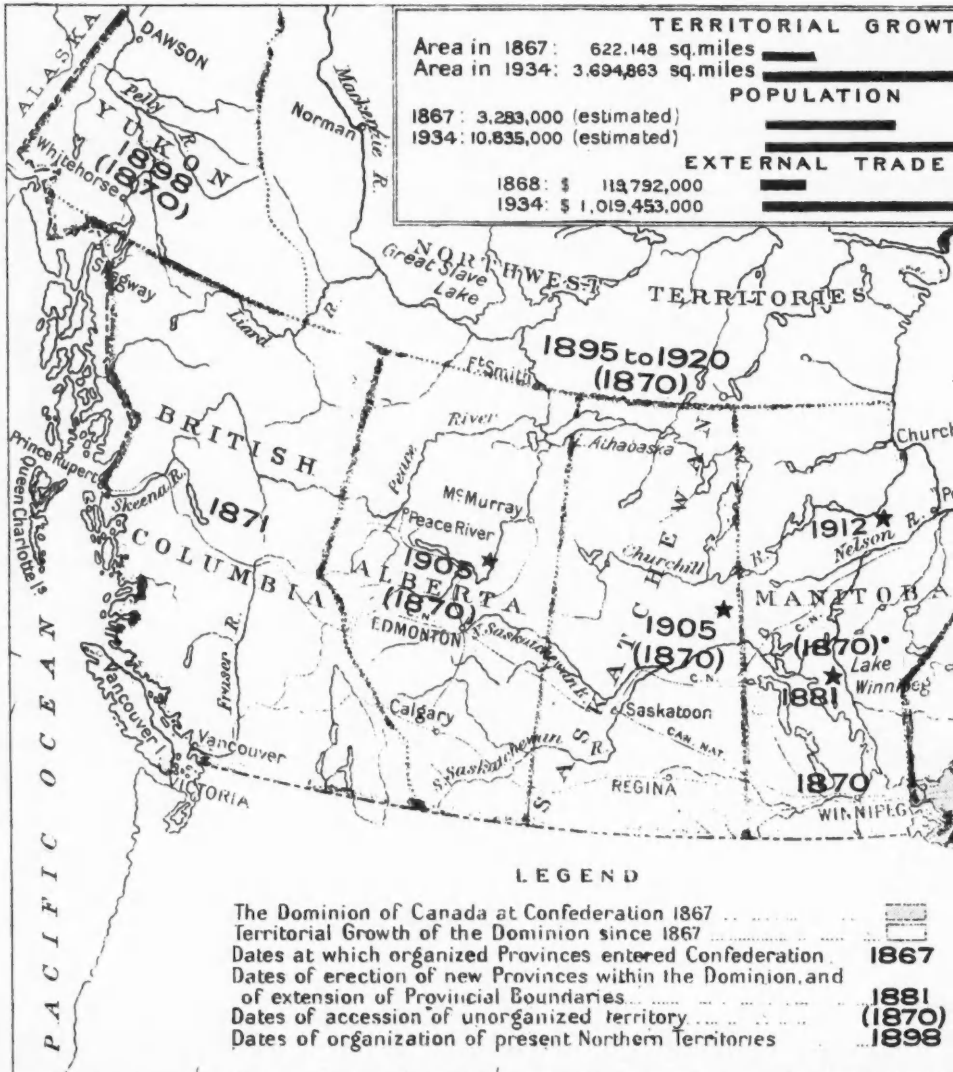
\*Since Quebec has now adopted old age pensions and since provisions of pensions to the blind have been added to the Dominion Old Age Pensions Act both the absolute and the relative importance of this item may be expected to increase.



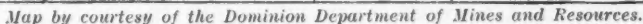


## CANADA AT CONFEDERATION

As Canadians attempt to provide themselves with those minimum provisions of social security, we must take account of the different economic and geographic features of the Canada of 1867 and of to-day. The area is nearly tenfold, and a people then 18% urban have become 52% so. Confederation represented a new beginning, and it created it. All these facts are significant as we study means of adapting our cherished institutions to the new conditions.



curity, necessary in the life of the modern industrial state, it is essential to appreciate the markedly increased area of the Dominion has expanded sixfold, the population nearly fourfold, external trade represented the maximum agreement possible among the autonomous, well-established provinces which have adapted their institutions to the changed needs of another age.





This represents practically all that the Dominion and the provinces expended upon what may be termed "preventive medicine" and it is quite clear that this amount was far from enough to support good preventive services in Canada, even when supplemented by municipal expenditures. In British Columbia, for which reasonably accurate figures are available, provincial and municipal outlays on public health (not including institutional care for tuberculosis or other patients or curative medical services for indigent persons) were about 74 cents per capita of population for 1936. According to leading Canadian and American authorities, about \$2.00 or \$2.50 per capita of population is required for really satisfactory public health services. The incomplete figures that are available here suggest that in most of the other provinces actual per capita expenditures on public health must have been even further below good standards than in British Columbia.

The huge costs that are now being incurred to keep people alive, together with the relatively inadequate provision for such a service of prevention and rehabilitation as public health, suggest that if we are to reduce our public welfare bill we must give much more attention to prevention and rehabilitation. By how much public dependency would be reduced if public health, mental hygiene, child care and protection, pre-delinquency, vocational guidance and placement and other constructive services were built up to good standards it is impossible to say, but there is every reason to believe that such a program is completely necessary if the nation's public welfare bill is to be kept under control.

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In conclusion it must be repeated that the figures given above are very rough and incomplete. But this analysis will have served its purpose if, besides presenting a rough and ready picture of the extent of public dependency and the costs of public welfare in Canada, it brings out the need for a national system of social statistics that would make possible the presentation of far more accurate and adequate data. It seems urgently necessary that there should be some national agency to collect and publish social service statistics that throw light continuously on the nature and the extent of our social service problems. Not until such an agency undertakes to bring about uniformity of method in the collection, classification and reporting of statistics by Dominion, provincial and municipal branches of government will it be possible to obtain proper reports for the country as a whole, along with really comparable data for the various provinces and municipalities. To the writer it appears that the development of such a national service of research and statistics in the field of the social services is long overdue and that this is clearly a responsibility of the Dominion Government.

## *II Controlling the Public Welfare Bill*

CHARLOTTE WHITTON

*Executive Director, Canadian Welfare Council*

The time is long overdue for a clearer enunciation of our objectives in public welfare and for more orderly progression in our attainment thereof.

### *Task Beyond Any But Governmental Authority*

The very enormity of these problems in the modern state surely places beyond question the organization of measures of social protection by any authority other than government. Government alone has the power and resources to take these responsibilities. Which unit of government is to take the responsibility, or on what basis it is to be distributed, is a question in any state as between central and local authorities, and a question that is more aggravated in a federal state.

### *Some Basic Principles*

Can we hope for any adequate solution in Canada if we assume that the basis of decision must be the existing tax system, and that it is to be regarded as inflexible? Must we not establish rather the administrative demands of well organized services and then adjust taxing and financial powers accordingly?

The first consideration in an approach to the question on this basis of administrative requirements calls for the classification of dependency by the type of need of the person served. The million and a half to a million and three-quarter individuals in receipt of public help in Canada today fall into four groups:\*

1. The able-bodied and ordinarily employed wage-earners, and the able-bodied and normally self-supporting people in gainful occupation, who work on other than a wage basis,—namely, the farmer, the small tradesman on his own, the taxi driver, etc.

Ordinarily these people are self-supporting through their gainful occupation, and it is an assumption that their dependency is due to circumstances beyond their control which sweep away or impair the possibility of their gainful occupation on a basis of subsistence, through their own efforts.

2. Persons dependent from causes that are essentially individual in origin, and due to physical, mental or social disability, but which may occur over broad groups with certain common characteristics, and

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\*Note—no category of delinquents is included, these services being regarded in this summary as part of the costs of the administration of justice.



which, though affected by general economic conditions, are not predominantly due to them. Such are:

- (i) The dependent aged and physically handicapped (blind, etc);
- (ii) Mothers with young children dependent through widowhood or the incapacitation of the husband and father;

These two groups will obviously occur over broad areas with common characteristics.

- (iii) Persons dependent due to what might be described as social or personality defects,—the chronic indigent, the habitual vagrant, the ordinary "run of the mill" of poor relief and similar cases in the community.

3. Ordinarily self-supporting persons who, through ill health or sickness, or the cost of these, or the loss of income due to them, find themselves partially or wholly dependent upon the community.

4. Children in need of specialized care and protection because they are minors.

\* \* \*

There appears to be agreement that all those types of need which require detailed investigation and study, close supervision, and the granting of aid on careful examination of actual needs, and of possible existing means to meet those needs, must be local and carried out as close as possible to the area and the people concerned in the problems. Representative United States agencies agree on this principle.

There also seems to be a growing conviction that those services which can be built up on a contractual basis, so that if a given set of circumstances arises a given method of treatment and grant of assistance can follow, not only can be well organized, on broader bases, but must be organized on comparable bases for the country as a whole.

### *Insurance Dominion in Scope*

These considerations lead logically to another set of principles:

That all those types of dependency which can be submitted to contributory principles, and therefore to different measures of social insurance, should be rendered susceptible thereto on a uniform and Dominion-wide basis, under Dominion leadership, with Dominion investment of funds, prescription of standards and services, etc., whether administered directly by a Dominion service, (preferably a board or commission), or under a national service in which the Dominion and provinces are partners within definite statutory limitations and regulations.

Acceptance of this principle would therefore lift out of public welfare payments now made entirely from public tax funds:

1. Benefits to all the able-bodied insurable in our first category, through unemployment insurance and occupational insurance;

2. Benefits to all the insurable in groups 2(i) and (ii) in the second main category, through contributory old age insurance and contributory insurance of widows and orphans.

3. Benefits to all the insurable under the third category, through health insurance.

(This would not mean, in respect to any of these services in any field, that this Dominion authority would assume and operate hospitals, etc., but that, through a uniform schedule and regulations, benefits would be paid or services purchased on an actual cost basis from existing institutions, etc.)

### *Assistance*

Thus, social insurance ultimately would leave the following costs of dependency outside this Dominion-provincial social insurance scheme:

1. Aid to the able-bodied, non-insurable worker on his own, and to the wage-earner who had fallen out of insurance or who had not been eligible therefor;

2. Aid to non-insurable aged widows and orphans, whose dependency had not been insured, or those in both groups who had fallen out of insurance;

3. Medical health care of the non-insured and the indigent;

4. Child care and protection and unmarried parenthood services, etc.;

5. The relief of chronic indigence, dependency, etc., of the type in which personal or social elements entered, rather than economic conditions alone, etc.

It is argued that these social insurance arrangements would lift from the field of provincial and municipal provision or taxation all the public's share of the costs of these insurable groups, (since all taxation for the public's share of the cost would be centralized through the Dominion authority), and rest a large portion of these costs upon the premiums paid by the individuals themselves. There would therefore remain with the provincial and municipal units of government only the costs of the non-insurable forms of dependency. All of these, it is emphasized, would be gradually reduced in cost to the provincial and municipal authorities by this centralization of public costs for the insurable types with the Dominion, and by the very substantial difference effected through the payment of a large share of the cost by the individuals themselves on a contributory basis.

### *Provincial-Municipal Arrangements*

Therefore, it is suggested that both the services and financing to all these non-insurable groups should rest with the local authorities, close to the actual ascertaining of needs and means, in a partnership with the provinces.

The effective working of this partnership would be guaranteed through certain provisions:

1. The province would become the central authority in the enunciation of legislation, standards, scales of aid, etc., in the setting up of administration, and in its supervision and inspection.

2. All aid would be granted on fixed rates and under prescribed conditions, as in the educational services today.

3. Actual administration, subject to these provincial controls, standards, supervision and inspection, would rest with the local authorities.

4. The unit of local administration, however, would be enlarged, as in the county boroughs in England, and as in various other units of administration in Canada, to provide for administration on a county or district unit, so that the area served would be sufficiently large in extent and resources to provide for administration through full-time personnel qualified in terms of provincial stipulation.

5. The basis of taxation within the provinces and on real property, particularly as between the provinces and the municipalities, would be reviewed to make possible these co-ordinations of service.

6. *It is emphasized* that the problems of *quid pro quo* and of political expediency which have marked the relations between the Dominion and provinces in respect to unemployment grants and works in recent years, could be controlled between province and municipality, because there is no question whatever, legally, that municipal institutions in Canada have no existence or powers except as these are derived from the provinces. Unlike the Dominion, which has no authority over the provinces in many spheres, and whose authority is open to challenge in others, the province has complete authority, even to the point of elimination, over its municipal institutions and municipal government.

### *Employment, etc., Dominion*

The essential services of employment, of training, re-training and similar projects would have to be Dominion-wide and undertaken under Dominion leadership.

In this advocacy of policy and programme, it is to be noted that there is one clear point of difference between the Canadian Welfare Council's suggestions and those of the National Employment Commission and various other proposals, and that is that these latter suggest that the Dominion should assume not only the insurance and employment services, but also the able-bodied uninsured who have either fallen out of insurance or are not eligible therefor.

The Canadian Welfare Council, drawing largely on British experience, in which the insurance system was so seriously undermined by the handling of this group through the same machinery and on the same basis as the insurance system, has maintained consistently that this group would not be eligible for help on the basis of insurance or means. Therefore it has argued they should go through the same machinery and services as all other non-insured, (namely, the provincial and municipal services), otherwise the Dominion would have to build up, across the country, complete auxiliary or duplicating services, and it is argued that it would be impossible to operate services as different as the demands, say, of Montreal and the Peace River require, from one centre at Ottawa.

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### *Interim Policy*

Obviously, this whole set-up is one to be brought into operation gradually. In the meantime, a system of properly controlled and regulated grants-in-aid to the provinces from the Dominion would be required, while the insurance services were being gradually developed in respect to this group of able-bodied, whose present requirements would obviously be beyond provincial and municipal resources unaided.

This calls for administration through a non-political commission, which the Council has recommended should be drawn from representatives of the Dominion and provinces, and from the manufacturing, agricultural, labour, financial and commercial groups in the country. It should be given absolute authority over a fixed period of time, and rendered absolutely independent of political interference for that time, reporting not through any department of government, but directly through its Minister to Parliament.

## Miss Whitton Granted Special Leave Following Council Meeting

**A**N APPEAL "to the citizens and governments of Canada" for assurance of social services "which contribute to survival if not the richer living of life" was voiced in the Director's report presented by Miss Charlotte Whitton to the nineteenth annual meeting of the Canadian Welfare Council, Ottawa, May the 1st. Extending through two sessions in the afternoon and evening, the annual meeting drew a large attendance both from Ottawa and from out of town and was graced by the presence of Her Excellency The Lady Tweedsmuir during the showing of motion pictures depicting organized social work in action in the latter part of the evening session.

Both sessions were marked by messages of congratulation for achievements of the past year and good wishes to Miss Whitton on the announcement that she would take several months' special leave of absence and release from duty to ensure a long-needed rest. Mr. F. N. Stapleford of Toronto was re-elected President of the Council for a third term.

This meeting had set itself the task of reviewing the Council's contribution in 19 "post-war and depression" years and of "drawing an ordinance map for the future", Miss Whitton said in presenting her report. Assumption by the State of responsibility for social well-being was neither new nor destructive of good government or good character, she said. Reviewing developments in Canadian public welfare in the past year the report expressed gratification that Dominion help in aid of unemployment and agricultural distress would be continued until something better could be devised to take its place, and commended the extension of re-training and youth programs and of the prairie reclamation schemes. Failure, on the other hand, to solve constitutional difficulties delaying establishment of social insurance plans was deplored.

### *Effect of Depression on Stamina of People*

The impact of the depression on the health and stamina of the people against which warnings were issued three years ago was becoming evident, Miss Whitton declared.

"The council enters its second score of years in a period of grave uncertainty among all peoples," Miss Whitton said. "Old Faiths are being shaken, old values questioned, and the fundamental truths on which law and order have been founded in the communities of men and nations are being denied or destroyed. Among men and women,

particularly those of vigor and intelligence, who see these things happening, there is a growing impatience at the evident uncertainty and temporizing, and the pall of inactivity which seems to defeat an energetic and courageous frontal attack on the situation. Especially does the generation, whose childhood lay in the war and the post-war years, feel bewildered, and frustrated, in the realization of life as they were told it would be."

The Council undertook two community surveys in the year just closed looking to better organization of community social services. The surveys were made at the request of citizens' committees in Moncton, N.B., and Galt, Ont. Assistance was given in specialized studies of community welfare organization in a number of other cities and towns, and members of the executive staff gave direct field service in seven provinces during the year. The correspondence enquiry service dealt with more than 8,000 communications and 400,000 items of literature were distributed.

A special conference on the problem of the non-resident and migrant was convened in Ottawa in January. Official and voluntary agencies from seven provinces were represented and recommendations for control of this problem were submitted to the Minister of Labour and other members of the Dominion Government. It was announced that the Council would continue its efforts to obtain a satisfactory solution for the problem of the unattached man and the non-resident family and would seek the enactment of residence laws in all nine provinces by 1940 and Dominion-Provincial reciprocal agreements looking to effective attack on this social problem described as "tragic in its cost and extent."

The report of the division of French-speaking services was submitted by Miss Marie Hamel, secretary of the division, who joined the Council staff in the past year. Following special observation work in Montreal and other centres in Quebec, the secretary has been active in the Council's plan to develop more comprehensive service to the French speaking communities, and assisted in community studies in Moncton, New Brunswick, and Hull, Quebec, it was reported. Nearly 90,000 items of literature in the French language were distributed during the year.

Duncan K. MacTavish, honorary treasurer, reported receipts totalling \$40,099, and disbursements of \$43,111 with a deficit of slightly over \$3,000. In addition the Department of Pensions and National Health had undertaken certain items of printing in maternal and child hygiene which would have cost the Council an additional \$3,000, the treasurer reported.



### *Special Tribute to Miss Whitton*

In a special statement to the evening meeting before the presentation of the main sections of the Executive Director's report Mr. Stapleford announced that Miss Whitton would be given several months' leave of absence immediately following the annual meeting and that plans were being made to carry on temporarily in her absence. Earlier in the day he had also announced that a special committee of the Board was exploring ways and means of effecting re-arrangements within the Council to relieve the Executive Director of what had become an impossibly heavy task for any one person. In his special statement to the evening meeting Mr. Stapleford said "Not long ago there appeared in the press the statement that Miss Whitton had resigned as Executive Director of the Canadian Welfare Council. What really happened was this:

"Miss Whitton, on the urgent advice of her physician, had found it necessary to take a rather extended leave of absence. She has always put the work before herself and her own interests, and in view of the period of time involved, and some other considerations, she felt it her duty to present her resignation to the Board of Governors, and had urged the Board to proceed immediately with that re-organization which would be necessary in her withdrawal from Council direction.

"The Board of Governors had held three different meetings, and on each occasion had given careful consideration to the situation, and on each occasion also had definitely refused to accept Miss Whitton's resignation in spite of her urging, requesting her instead to take whatever leave was necessary to recover her health entirely.

"Miss Whitton was consequently in a difficult position in regard to the announcement which appeared in the press, because, naturally, she felt that any statement should come from the Board of Governors, and that therefore any comment on the newspaper release would have to await announcement at the annual meeting.

"Under the arrangements which we have therefore made, her relationship to the Council remains what it has been for the last nineteen years. She is still our Executive Director and will not cease to be so when she goes on this extended leave of absence that has been found necessary.

"Arrangements are being made by the Board to carry on the work of the Council, and we all look forward to her return to her post completely restored to health and taking up once more the duties which she has so well discharged in the past.

"The Board of Governors have asked me to express to her personally, and to you publicly, the warmth of their appreciation for her out-

standing services. Miss Whitton believes in foster home care, and the Council was a very puling and tiny infant when, nineteen years ago, it was boarded out with her. Without in any way minimizing what many others have done, and done effectively, to help the work of the Council, it may be said that the growing contribution which the Council has made to Canadian life, the high respect in which it is now held, and the firm basis of widespread interest on which it is founded, have been very largely Miss Whitton's creation.

"In all the social movements of Canada for the last twenty years, her name has been writ large. How she has been able to cover all the work that she has done is one of those mysterious miracles of personality which defies explanation.

"To say that she has done two people's work throughout that whole period would be an under-statement. Nature has called a temporary halt on this wholesale expenditure of nervous energy. It is the duty of the Board of Governors now so to plan for the organization of the Council's work that when she does return to us some of this wearing burden, which no human being could indefinitely carry, will be lifted from her shoulders."

In calling on Miss Whitton to present the second part of her report, Mr. Stapleford said:

"Miss Whitton, we would like you to know that you have our deepest admiration and respect for the great services you have rendered, and that you have also our warmest and most sincere wishes that your present release from responsibility will bring to you the fullest recuperation." M.B.

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BUT WHAT CANADIANS must realize is that . . . this liberty has meant little of substance and obvious worth to the realism of men and women to whom our free and individualistic economy has meant freedom to go idle, ill fed, ill clad, ill housed, if in fact with any shelter at all, cold in body, colder in heart, and bitter in mind. They have seen the months and years of vigour speed by them, unfilled, facing dependency for themselves and those dearer than themselves, while the ordinary techniques of democratic government fail to get the machinery of a decent social order into gear again. It is not for social work to say how it shall be made to function in assurance of a good life for a free people, but surely it is for social work, close to these people, to give warning that . . . they are nearing the counsels of desperation, and to urge that at least these minima measures of social protection should be assured which are requisite to the common good and well within our power to provide.

—CANADIAN WELFARE COUNCIL NINETEENTH ANNUAL REPORT

## *A Board Members' Institute Inspects the Machinery*

**B**OARD MEMBERS of Toronto set aside a day, a few months ago, to share their own views on the much discussed question of "the board" in social agency circles. The occasion was a one day Board Members' Institute sponsored by the Welfare Council of Greater Toronto. An outcome of what proved to be a stimulating and challenging discussion has been the formation of a continuing committee of the Council charged with the responsibility of further study of various issues raised, and of exploring the possibilities of a volunteer placement bureau and training course.

The Institute divided into four groups for discussion of responsibilities of a board member, board personnel, nominations and elections, and board and staff relationships.

### *Are Boards Necessary?*

The first question which greeted Group I was "Are Boards necessary?". It was agreed that they are—it is the democratic way of doing things, the board's contribution is essential to the agency, and "volunteer work has a quality to it that must never be lost". The obvious responsibilities were listed—financing, budgeting, "never forgetting that the funds come from the public", intimate knowledge of the agency's work. It was further agreed "that a person accepting membership on a board ought to assure himself first of all that there is a vital need for the work of the agency and that a continuing responsibility rests on him to be certain that the agency employs a competent director and has enough courage to change this director if necessary—for the board stands sponsor for the quality of the work carried on under its direction". A special paragraph in the report summarized a discussion which stressed the board member's personal responsibility as an interpreter of his agency's work.

The group took a realistic view of "weaknesses of boards" and suggested that while there is a tendency to "glide over" them, "there is not much point in acting as if they did not exist". Conceding that group action must sometimes be slow, they nevertheless scored the tendency sometimes to become absorbed in trivialities and to indulge in formalities out of keeping with a matter of unimportance ("to take a solemn vote on nothing"). The problem of "dead wood" also came in for attention here and it was stressed repeatedly that "making the board member work" was a solution to many problems of ineffective board membership.

### *What Makes a Good Board Member?*

Group 2 defined the qualifications of a good board member.

"A desire to render service to the less fortunate, intelligence, sympathetic understanding of people.

A background of training and experience which may be useful.  
The ability to work with others.

The ability to interpret to the public the work of the organization in words of two syllables.

A knowledge of the community.

A willingness to find the task, in the organization, for which they are best fitted and be willing to give the time to carry the work through. For instance, some people might do executive work, some record keeping, some raising money, some publicity, etc.

All may not be fitted to become president but should have something valuable to contribute.

A willingness to attend meetings and to study and become acquainted with the work of the organization and its relation to other agencies in the community.

Patience, so that attempts will not be made to force upon the community a plan for social betterment for which it has not been prepared and the need for which it does not understand.

Open-mindedness and a willingness to help an organization honestly to evaluate its services, to develop, to progress.

Courage to stand steady so that a justifiable and reasonable programme shall not be abandoned in the face of opposition and also to face the advisability of giving up work when the need can best be met by combining with another agency.

Vision and judgment in order to see the ultimate aims of the social agency and to keep in mind always preventive measures that may sometimes be lost sight of in the pressing immediate problem.

Articulate, creative, constructive in criticism, loyal."

It was agreed that an all-year-round committee is needed for recruiting and that new recruits should be tried out first as volunteer workers. Selections for the board should also be made with a view to specific needs in the board as a whole, new members should also be given definite tasks and assigned to committee work to help them gain a knowledge of the work and of the agency's place in the community. Participation in outside activities such as the Welfare Council, and conferences with others doing related work, and visits to other agencies, were also suggested as means through which they might help to improve the work in their own agency.

A training course and guidance in reading literature bearing on the work were advocated and it was agreed that such a course should cover: the historical background of the organization and the nature, purpose and techniques of the service; how the organization functions and the duties of each staff member; and the place of the agency in the community welfare programme and how it co-operates with other agencies. Finally it was recommended that a special "education committee" of the board should explore these and various other means for stimulating group thinking.

Short shrift would be given to board members absent from three consecutive meetings without adequate reason—to be taken as equivalent to resignation. It was agreed that agendas should not be overcrowded, should be sufficiently elastic to take care of unexpected items, but should be carefully prepared to preserve a nice balance between business to be transacted, and information and discussion of policies bearing on the agency's work in the larger sense. And finally—"meetings should begin and end on time".

### *What is the Optimum Size of a Good Board?*

A board of thirty members was considered as possibly a maximum workable board and it was emphasized that representation of various points of view should be assured by a membership of different "types, ages, talents, social and religious affiliations". A board should be large enough to avoid undue impositions on any one member, but a board that is too large becomes unwieldy and is likely to become but a rubber stamp for a smaller executive committee. The principle of rotation over a three year period was endorsed.

Group 3 held an animated discussion on nominations and elections and the pros and cons of electing a "slate" by acclamation, with the sometimes resulting evil of self perpetuating words, and of risking hurt feelings and "ardent electioneering" by proposing more than one nominee for offices to be filled occasioned a lively debate.

One general conclusion seemed to be that a nominating committee performs a very useful function whatever system is followed and that nominations from the floor are apt to be hasty and sometimes ill advised. It was agreed that no one should be nominated in public who has not been approached and consented to stand for election. A nominating committee of four with some continuity of membership, two members dropping out each year, was suggested.

### *About Perpetual Office Holders*

The burning question of how long people should retain office gave rise to the suggestion that under the rotating system which provides overlapping terms for board members, provision should be made for

the automatic retirement of a member for one year at the end of his stated term, after which he would be eligible for re-election, and for the automatic retirement of absentee members. Similar principles should prevail for officers of the agency—from two to five years being considered a fair length of time for an office holder. If there is a real election with more nominations than vacancies, a retiring officer might be permitted to stand for another office without taking his sabbatical year—otherwise a mere “shuffle” of officers was frowned upon. Many ways could be found, the Group felt, to retain the interest and activity of a retiring officer in other duties for the agency, and added:

“It should be noted that no officer should continue in office because of the idea that no successor can be found. The necessity of finding a person to fill the vacancy leads to further seeking on the part of the nominating committee which is often surprisingly successful.”

“Make your board work” was again the slogan to encourage and prepare members to take office and it was stressed that potential leaders should be given extra responsibilities to bring out the best that is in them. When powers of persuasion are needed it was agreed that many benefits accruing from membership or leadership on a board could be “sold” to the prospect.

### *Ideal Relations of Board and Staff*

Group 4 (board and staff relationships) suggested that “the ideal relation between board and staff is that of a partnership of equals working towards the development of an efficient organization of greatest value to the community”. The board should expect an executive secretary to be professionally competent, frank and courageous, with qualities of leadership which would enable her to initiate agency policies and carry out the agency’s programme. “As she must engage and direct staff she should be a sound judge of character. She should be able to work with others”.

While her duties would vary in different organizations, as a rule the executive secretary should be responsible for professional procedures, for complete direction of the staff, including, with the approval of the board, their employment and dismissal. “Having in mind the partnership of board and staff, involving the direction and carrying out of the work, it was noted that the executive secretary is in a position to interpret the decisions of the board to the staff and also to interpret the work of the staff to the board and that, therefore, it was most desirable that she attend the board and committee meetings.

“A question was raised as to procedure in the case of friction between a junior member of the staff and the executive. It was agreed



that a tactful president, who should be in close touch with the actual daily functioning of the whole organization, ought to be able to adjust such a complication without jeopardizing staff relationships. It was agreed, however, that serious discontent might lead to resignation of the staff member at which time the board would have an opportunity to judge the situation."

On the other hand "the executive and the staff should hope to find in the members of the board a willingness to take board membership seriously, allowing time to attend regularly at meetings in order to follow the work as it progresses and to be in a position to give enlightened voluntary service when required. They should expect that the board member will be willing to assume responsibility for board action. They should be able to depend on the board members to bring to discussion their practical lay point of view."

The functions of the board embrace, first of all, the heavy responsibility of financing. As trustees of a social enterprise financed by citizens or by governments, the board members must carry the entire responsibility for the conduct of the undertaking. They may delegate duties but they cannot "unload" their responsibilities. The board should also outline the extent of the agency's programme, employ the executive secretary and define personnel policies such as: retiring allowances, rates of pay, hours of work, length of vacation, leave of absence for post graduate study, sick leave, and insurance provision for prolonged illness or accident.

On these latter points little time remained for discussion, but they were cited as "subjects deserving much thought by board members in order that there might be a greater understanding of the problems affecting the professional side of the partnership, and also that gross variations in dealing with such problems may be avoided."

M.B.

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THE STATUS of the volunteer has been a shifting one; it may be likened to the familiar pendulum. The swing toward high interest and efficiency is marked by such periods as the beginning of social work itself, first motivated and carried out by lay people, and the World War when volunteer performances reached a high point. That period was followed by a definite swing in the opposite direction when the professionally trained person held center stage and many agencies in the interest of "efficiency" wanted only professional workers. Board and committee members were exceptions, although in many agencies they too became mere figureheads. Now it seems that the pendulum is steadying toward an even middle swing in which the volunteer and the professional enter into a partnership to which each makes his own particular contribution.

—SOCIAL WORK YEAR BOOK 1939



## Small Loans Bill Passed

*"Neither a borrower nor a lender be;  
For loan oft loses both itself and friend,  
And borrowing dulls the edge of husbandry."*

CULMINATING an intensive investigation, extending through two sessions of Parliament, by the Banking and Commerce Committee, a Bill to regulate the "small loan" business, originating in the Senate, has been passed by both Houses. The Bill requires all money lenders to obtain licenses and fixes a maximum over all cost to the borrower of 2 per cent. a month including interest and all so-called "service" charges. This rate will apply to the unpaid balance on all loans extending over periods up to 15 months. For loans extending over a longer period the maximum is fixed at one per cent. A related amendment to the Criminal Code will also define a violation of this Act as a criminal offence.

Welfare Agencies which have been witness to the evils of the "small loan shark" will welcome this initial effort to establish an effective control of the small loan business outside the limited sphere of companies operating under Dominion charter for which effective controls have been in force. (See *Canadian Welfare Summary*, January, 1939). The Money Lenders Act of 1906 remains in force. By this legislation pure interest rates are limited to twelve per cent. per annum, but its effect has been limited by the practice of imposing additional "service" charges on the borrower for expenses of investigation, traveling and other costs incidental to arrangement of the loan. M.B.

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## What 1400 Families Spend for Health

APPROXIMATELY \$65.00 is spent per year by an average urban wage-earner family on health maintenance requirements and bills for sickness, according to one of an interesting series of studies of family living expenditures released by the Dominion Bureau of Statistics. Expenditures on these items were obtained from 1,439 Canadian wage-earner families in twelve cities representing all nine provinces. Only self-supporting families with earnings ranging from \$450.00 to \$2,500.00 were included in the study. In all cases husband and wife were living together with one or more children, and in some instances, a lodger or a domestic lived with the family.

Results were compiled separately for families of different racial origin. British family groups were surveyed in all cities except Quebec;

French groups in Montreal and Quebec; and groups representing other racial origins in Montreal and Winnipeg. A little more than half of these families spent under \$50.00 for health in the year ending September 30th, 1938. A little over one-quarter spent between \$50.00 and \$100.00 in the year and in only 5 percent of the cases did health expenditures exceed \$200.00. These expenditures on health ranged from 3.2 percent to 5.3 percent of the total income, Montreal families of mixed racial origin recording the lowest proportion and Quebec City recording the highest. In 7 of the 12 cities the proportion was between 4 percent and 5 percent of total family living expenditures.

Dollar variations in average amounts per family spent for health were more appreciable. They ranged from \$46.00 for the Montreal group of families of mixed racial origin (exclusive of French and British) to \$85.00 per family in Halifax. Corresponding amounts per person were scattered between \$9.00 for the Montreal mixed racial group and \$19.00 for Halifax, Ottawa and Saskatoon families. It may be noted that the average amounts per person for English and French families of Montreal were almost identical, approximating \$11.00 in both cases. Average amounts for families of other racial origin in Montreal and Winnipeg were lower by \$2.00 per person in Montreal and by \$4.00 per person in Winnipeg, than those for British and French groups.

Health costs bore a fairly clear-cut relationship to income. To examine this relationship, records were grouped according to the average amount of income per person rather than the amount per family. For the majority of families in the sample, average annual income per person ranged between \$200 and \$400. For 1,135 families of British origin, health costs per family centred around 4 percent of total expenditures in each income interval of \$100 per person between \$100 and \$600. Average amounts per family within this range increased from \$37.00 in the \$100-\$199 group to \$84.00 in the \$500-\$599 group, while average amounts per person rose from \$7.00 to \$25.00 within these same limits.

At a later date more detailed information, concerning amounts spent specifically for medical and dental fees, hospital charges, medicine, eye-glasses, etc., will be made available.



## MATERNAL and CHILD HYGIENE

### *Prematurity Factor in Infant Mortality*

A SHARP RISE in the infant mortality rate was registered in Canada in 1937. After dropping steadily from an average of 93 per 1,000 live births for the years 1926-30, to 75 for the years 1931-35 and still lower to 66 in 1936, the rate in 1937 climbed to 76 deaths among infants under one year of age for every 1,000 live births.

The four chief causes of these deaths have remained the same as in previous years, namely, prematurity, diarrhoea and enteritis, pneumonia, and influenza. Throughout Canada generally, with the exception of the Province of Ontario, there was an increased incidence of these and other causes of infant deaths during 1937.

This loss of life is wasteful to the national strength, not to say heartbreaking to the individual families which make up its population. Could not something be done, therefore, to improve this situation in Canada? Let us consider each of the major causes of infant deaths in turn.

Prematurity is still the chief cause of death among children under one year of age, and particularly among those under one month of age. In the latter group just under one half of all the deaths in 1937 were attributed to the premature birth of the infants. It would therefore seem wise to study the causes of prematurity in an attempt at least to reduce the number of deaths from this cause.

This, together with improvements in the care and treatment of premature infants, is being done in several centres in the United States, and might reasonably be undertaken in Canada.

In a statistical study of infant mortality made in the United States a few years ago the apparent causes of prematurity were rather carefully analyzed. Some of the facts which were considered to have an

influence upon the incidence of premature births were the sex of the infant, the plurality of birth, the order of birth, the interval since the preceding birth, the colour and race of the mother, the economic condition of the family, and the death of the mother. The high proportion of premature infants born among twins and triplets, according to this report, suggests that a plural birth may have a definite influence in curtailing the duration of intra-uterine life of these infants. The sex of the infant may have some bearing on the problem as there is a predominance among premature infants of male babies. It is suggested that the condition of the mother has a definite influence upon premature birth of her children because of the predominance of such infants born first in the family, born to very young mothers or to those who must work outside of their homes during the months of their pregnancy.

Taking all of these factors into account, then, those which in the last analysis have the most influence upon the incidence of premature births seem to depend upon the health and general condition of the mother.

The education of the mothers themselves and the professional people working with them as to the value of pre-natal care should become an effective means of reducing the number of infants prematurely born in Canada every year.

Another side of the problem, of course, is the provision of expert scientific care of these infants when they are born. Such treatment is at present a specialty which is practised satisfactorily only by the few professional workers who have been especially trained in this form of care. In the larger communities there is available all of the equipment necessary for the proper treatment of premature infants. But there are very many outlying rural districts where it is practically impossible to secure the use of such equipment before it is too late to be of any real value.

Some steps have been taken in the United States to improve these conditions, and there seems no insuperable obstacle to prevent the people of Canada from following in their footsteps. One of the simplest methods of providing more scientific care for premature infants is to make available for physicians and nurses, and to parents in outlying districts where professional services are not available, an authentic handbook to guide them in their treatment and care of premature infants in the home where equipment is limited and home made accessories must be used. Secondly, some means of providing a larger number of easily transported incubator beds for distribution at strategic points throughout the country would do a great deal towards preserving the lives of the many infants who are born prematurely every year in Canada.

J.K.L.

## Survey of National Nutrition Policies

*League of Nations—Survey of National Nutrition Policies, 1937-38:—*

This report comprises a review of research activities in some sixteen countries in respect to the state of their national nutrition, in accordance with a resolution adopted by the Assembly of the League in 1937, and as it was reported by the delegates from these countries at a meeting of representatives of the National Nutrition Committees at Geneva in October, 1937.

Chapters cover a variety of aspects of the problem of national nutrition, including: Progress of the Work of the League in regard to Nutrition Problems; National Nutrition Committees; Nutrition Surveys; Surveys and their Results in Certain Countries; Special Research; Action Taken with a View to Improving Nutrition Standards; Some Economic Aspects of the Nutrition Problem; Education and Publicity.

Annexes included a list of countries from which replies regarding progress of nutrition work have been received in the Secretariat of the League; a note regarding the composition, procedure and the terms of reference of National Nutrition Committees; and Nutrition Reports relating to the British Colonial Empire.

In Chapter I a brief account of the work of the Technical Commission on Nutrition of the League with particular reference to its report on "The Physiological Bases of Nutrition" is presented. In the latter it made a recommendation that certain specific problems in nutrition were suitable for further research. These problems were discussed at the meeting and suggestions made regarding their further investigation.

From the Chapter on National Nutrition Committees, it was learned that there are now twenty-one countries with such a body for the study and co-ordination of knowledge in the field of nutrition. These Committees vary somewhat in functions and powers and this chapter presents an analysis of the type of activities in which the committees are engaged and an indication of the lines along which certain of them are developing.

The chapter dealing with nutrition surveys is most interesting in its presentation of the various forms of survey together with an evaluation of the results which it may be expected to attain by each method. The types mentioned and discussed were five in number, as follows:—

(1) Family Budget or Family Living Enquiries, which supply the data for estimating the average ratio of food expenditure in the various income groups. They also indicate on what foods the major part of the food budget is expended. From this type of survey, it is difficult to estimate the amount of food consumed away from home and the amount of domestic wastage which takes place.

(2) Dietary Surveys by trained investigators in specific sections of the population enable an estimate of the adequacy or otherwise of the average diet in these groups to be made.

(3) Determination of the State of Nutrition by clinical examination, functional and other tests to assess the extent to which dietary deficiencies are responsible for disease and ill health. These are of particular value when applied to those groups where the Family Budget enquiry has been made.

(4) Feeding Experiments which add supplemental foods of high nutritive value, such as milk and vitamin concentrates, to the ordinary diet of children have thrown light on the effectiveness of these supplements on growth and health.

(5) Surveys of National Food Supplies, production and consumption data may give a general picture of the national resources in food, and form a basis for a rough comparison between the nutritive value of the available food supply and the nutritional requirements of the population.

Realizing that the results of such surveys would be useless unless carried out so that all nations might compare their own experiments with them, the first meeting of the National Nutrition Committees in 1937 recommended that the Secretariat of the League arrange for the preparation of a text book on the efficient conduct of nutrition surveys. As a result, Dr. Bigwood has prepared the "Guiding Principles for Studies on the Nutrition of Populations", Part I of which deals with the various procedures for conducting nutrition surveys and the forms in which the results should be presented, and Part II of which deals with methods of assessing the state of nutrition in infants and adolescents.

Of considerable interest are the reports and recommendations of the National Nutrition Committees on the work done in their countries between 1937 and 1938, as presented in the fourth chapter of the Report. The countries listed include the Union of South Africa, Australia, Belgium, The United Kingdom, Bulgaria, Canada, Finland, France, Hungary, India, Iraq, Latvia, Netherlands, New Zealand, Norway, Poland, Sweden, the United States of America and Ugoslavia.

Special research into the composition of foodstuffs for the purpose of revising the inadequate charts now available is described in Chapter V. Variation in foodstuffs, vitaminization of foodstuffs, comparison of butter and margarine, deficiency diseases and research aiming at improved nutrition are also reported in this chapter.

The remaining chapters review the action taken by the various National Nutrition Committees with a view to improving nutritional standards, a few economic aspects of the nutrition problem, together with education and publicity with relation to the problem of national nutrition.

J.K.L.



## "The Care of Infants and Children"

HARRY LOWENBURG, Sr., A.M., M.D.

*With an introduction by Morris Fishbein, M.D. Published by  
Whittlesey House, McGraw-Hill Book Company, Inc., London  
and New York, 284 pages: Price \$2.50.*

THIS BOOK is notable for the simplicity of the facts which Dr. Lowenburg presents especially for the guidance of mothers and nurses who are in charge of infants and young children. For instance, wherever he is describing an abnormal response to feeding or any other deviations from health, the author records only a minimum of symptoms so that the reader will have less opportunity to misinterpret them, but strongly and repeatedly emphasizes the importance of consulting the physician in such cases.

In the Contents are listed chapters on Marriage and Pregnancy, Breast Feeding, Artificial Feeding, Feeding Older Children, Development, Hygiene, Prevention of Contagious Diseases, Care of the Sick Child, Sick Room Preparations, The Layette, together with an Index, a Preface and an Introduction by the editor, Dr. Morris Fishbein.

We should like to draw special attention to the chapter dealing with breast feeding. It gives simple and encouraging advice on all phases of this problem which seems to have become so difficult in these modern times. Very few expectant mothers should be immune to the gospel which it preaches concerning the tremendous advantages to the infant of his mother's milk. Symptoms of overfeeding and underfeeding are dealt with, but the most insistent advice is that the doctor be consulted instead of the mother or nurse experimenting with changes in the infant's type of feeding.

Similarly, the chapter on artificial feeding is simple in its presentation and advocates only those methods of feeding which have been tried and proved successful over a number of years by a large proportion of the medical fraternity. Abnormalities in the response of infants to artificial feedings are described as serious and, even more strongly than in other chapters, is the attendance of a physician recommended.

In all of the other chapters the subject matter has been handled in the same simple and practical way so that parents, and also nurses, may do as much and never more than is advantageous to the child before the advice of a physician is obtained.

We would recommend that this book be made available in all public libraries and to all those who are working with and are interested in the health of infants and older children.

J.K.L.

# CHILD CARE AND PROTECTION

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## *They Do Not All Die*

SOME YEARS ago one of the best known public figures in the City of Ottawa cynically stated that, if the Alberta plains were strewn with the remains of the dinosaurs, the environs of Parliament Hill and the Ottawa valley were choked with the bones of Royal Commissions, long forgotten.

### *The Ross Commission*

In 1930 the Ontario Royal Commission on Public Welfare reported, under the Chairmanship of Mr. P. D. Ross. That Commission set a new pace in succinct summary of the needs which it was appointed to survey and in unequivocal definition of the steps which it deemed necessary to meet them. Possibly because its Chairman was a journalist, it barked out a short but significant summary of fundamental suggestions, and added four remarkably concise sections, one dealing with general hospitals and sanatoria, another with mental hospitals, another with normal child welfare and another with handicapped children. Though Governments have come and gone in Ontario since that day, in all four fields of its recommendations there have been the most gratifying results.

### *Child Protection in Ontario*

Following Mr. J. J. Kelso's retirement from the position as Superintendent of Neglected Children, Mr. B. W. Heise was appointed to that post in January, 1935. This year of 1939, therefore, enters the tenth lap since the filing of the Royal Commission report, and the fifth in the expansion and development of this field along the lines of re-organization projected in that report.

It is doubtful if Canada on the whole, and residents of Ontario particularly, appreciate fully the tremendously valuable possession which we have in Children's Aid Societies, and the enormous contribution they have made to citizenship since their inauguration in 1893, following the enactments of the Children's Protection Act, introduced

in that year by Sir John Gibson. As the Ross Commission on Public Welfare pointed out, the Children's Aid Societies occupy an unique position. They are voluntary agencies, composed of groups of citizens authorized to function as Children's Aid Societies, only upon incorporation and with approval by the Lieutenant-Governor in Council of their constitution, by-laws and staff. To these Societies are then entrusted the responsibility of assuring that every child under sixteen years of age, in the area of their respective jurisdiction, is in the care of reasonably adequate and responsible guardians.

This end may be obtained by the supervision of children in their own homes, and the discharge of such supplementary services as may assure the proper discharge of guardianship by their parents or guardians. Or a Children's Aid Society may remove a child from its own home for temporary care elsewhere. The interest of the parent as well as of the child and the community is safeguarded by the provision requiring that any child so apprehended must be brought before a judge within a statutorily stipulated period of time. The judge may then order the child returned to its own home, either with or without the supervision of the Society, or he may order the child committed to the care of the Society. In the latter case, guardianship is transferred either on a temporary order not to exceed twelve months, or permanently, and in either case the municipality of the child's residence becomes liable for its maintenance at the actual per diem cost for that care.

In the case of all children thus committed to it as wards, the Children's Aid Society must use all diligence in attempting to assure for that child at an early date another home as near as possible to what his own home should have been. The Children's Aid Society has a continuing responsibility until the child is twenty-one years of age, unless it is adopted or some similar satisfactory termination of its guardianship is assured.

It is therefore logical that two closely related statutes in this field—the Children of Unmarried Parents Act and the Adoption Act—should be supervised through the same Provincial officer and administered through the same local officers as the Children's Protection Act. This end is achieved by the naming of the Provincial Superintendent of Children's Aid Societies as Provincial Officer for the Unmarried Parenthood Act and the Adoption Act, and by Orders-in-Council appointing the local Superintendent of each Children's Aid Society as the Local officer, acting in respect to these statutes within his area of jurisdiction.

### *Developments 1934-1939*

Quietly but effectively most significant developments have taken place in this whole field in these last five years. Not less than 150,000

children have been cared for by the different Children's Aid Societies in Ontario in the forty-six years of their existence. But now, at any one time there are approximately 45,000 open cases under care in the fifty-three Children's Aid Societies operating in the Province, and each one of these cases is on record in a current file in this division of the Provincial Welfare Department.

In the last five years the number of Societies in the Province was reduced from fifty-seven to fifty-three, through amalgamations, designed for more effective service. Twenty-seven local superintendents have been appointed, in each case replacing officers who had retired, while fifty-eight additional staff have been added throughout the Province as field workers or stenographers. Ten of the twenty-seven new superintendents are graduates of courses in social science, while many of the others, though lacking this technical training, have had very high preparatory qualifications, being drawn from the law, teaching, etc. In other cases, the appointees have been young persons knowing their own districts, and susceptible to special training. The most important thing about these new appointees is that they represent the strengthening of Societies which in many cases had not even an office worker, and consequently they mean the release of actual child protection workers and senior staff who were previously tied down to office routine.

A cursory glance at the annual reports of different years bears this out. For instance, in 1933-34 there were 7,900 wards under care, but only 4,955 visits were reported, which meant that these children were being visited less than once a year. Last year the number of wards had remained the same, in the neighbourhood of 8,000 (in itself an evidence of the effectiveness of intensive work to prevent family breakup), while there were 25,000 visits reported—an average of three a year to each child. However, some of the cases requiring closer supervision received more visits.

The work in the field of unmarried parenthood and of adoption also showed similar encouraging evidence of intensive service. No less than 2,203 new cases of unmarried parenthood were dealt with in the year, but collections from the parents under this legislation reached \$88,000, an increase of \$20,000 in this one year over the totals of 1933-34.

### *Distribution of Costs — a fine Partnership*

The total disbursements in the Province for Children's Aid work by the provincial and municipal authorities, and from voluntary sources, totalled \$1,200,000. Immediately this figure raises the question "Just one more series of costly social services?". But when the numbers of children under care are examined, an analysis shows that this

army of otherwise neglected children have been cared for at \$45.00 per year per child. Surely the answer lies in the words of the Agent of the Waterloo Society in his annual report—"It is not what it costs to do the work, but what it would cost not to do it."

Not only do the Children's Aid Societies provide this unique demonstration of public and voluntary effort, combining in actual service, but the distribution of this income shows a remarkably fine partnership. Back of this budget of \$1,200,000 there is a solid foundation of nearly \$600,000 in the value of property or endowment funds held among all the different Societies. The Provincial Government, in the provision of supervision, mileage allowances and graded grants to the fifty-three Societies, spent \$150,000. Municipal grants amounted to \$52,000 while parents (quite apart from the collections under the Unmarried Parents' Act) paid \$23,000 toward the cost of children in care. From private sources, income of \$142,000 among the different Societies almost equalled the Provincial Government's disbursements in this field.

The largest single item in the maintenance of the fifty-three societies is, of course, the direct payment of maintenance from the municipalities concerned for those children chargeable to them upon commitment as wards. This totalled \$849,000 in the last year. It is of the first importance to remember, however, that not one dollar of this is paid at the discretion of a municipal employee or a Children's Aid Society officer, but only following hearing in a court and the fixing of the order and of the municipal liability there by the presiding judge or magistrate. There is no one item of our public expenditure in social welfare so safeguarded both as to amount and liability, first by social investigation, secondly by notice to the municipal authority for its checking and financing, and thirdly by judicial hearing and issuance of any order of payment through the court.

### *The Graded Grant*

Not the least of the contributions of Mr. Heise and his staff to the improvement of services and standards of the Children's Aid Societies was the ingenious system of graded grants, adopted on the 20th of December, 1934.

By an Order-in-Council, then promulgated, the minimum requirements for Children's Aid Societies were set forth under the headings of qualifications of superintendent; of field and shelter staff; of shelter facilities and care; of education and health of children in care; of foster home provision; of provisions for supervision, and for systematic records, accounts, statistics and reports.

Against the standards then set forth, five grades were set up for the existing Societies. Annual grants from the Provincial Treasury were then authorized, graded according to the rating of the societies under these requirements. Grade A grants were fixed at \$2,000 per year; grade B at \$1,500; grade C at \$1,000; grade D at \$500; and grade E at \$100. If the way to a man's heart is through his stomach, the way to a community's standards in welfare may be through its treasury, and the earning of the higher grading has undoubtedly acted as a spur to the Societies through the Province.

### *The Ontario Commission was Sound Investment*

At this time of discouragement in many fields of welfare, it is gratifying to look back ten years and to see the work of the Ontario Commission on Public Welfare justified; to realize that different Governments have given its recommendations their consistent support, and that energetic staff with provincial and local services, and an informed public opinion have all worked together to the tremendous enriching of Ontario's thousands of children in need of protection annually.

C.W.

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## *Protestant Foster Home Centre*

MRS. J. A. HODGSON

*"For every child a home and that love and security which a home provides and for that child who must receive foster care the nearest substitute for its own home."*

AT THIS time when the Protestant Infants' Home of Montreal has, by act of Parliament, changed its name to Protestant Foster Home Centre, it is interesting to review the development and gradual change of policy which has led to the necessity of this new name.

The words quoted above, from the report of the White House Conference on Child Welfare, express today the aim of the Protestant Foster Home Centre of Montreal. What a change this is from the original object for founding the Home as expressed in the minutes of one of the early board meetings of 1869. The object then was to "receive, and save the lives if possible, of the infants of Protestant mothers heretofore sent to Roman Catholic Institutions, and by employing the mothers as nurses, endeavour to encourage and strengthen the tie that binds her to her offspring, and prevent her sinking deeper into sin and shame."



In those early days when the infant mortality rate was so very high, and when the only place a child might be cared for if it had no home, was in a Roman Catholic Institution, a group of citizens undertook to establish an institution to fill this need in the Protestant community. As many of the infant deaths were attributed to the fact that the child and mother were separated, and the child deprived of breast milk, it was decided to include the mothers in this Institution. As is stated in the objective of the Home, it was hoped that any erring mothers might be helped toward a happy and moral life. It is amusing to note here a statement in the annual report of 1875, to the effect that, "In no case knowingly will we admit a woman who has twice erred."

In 1886 when the Montreal Foundling Hospital was founded the Protestant Infants' Home was approached with a view to their taking on the care of the Protestant foundlings. The work was refused on the grounds that the Home's work was with babies *and* their mothers.

In 1924 a survey of the Home was made by Mr. C. C. Carstens of the Child Welfare League of America. He recommended that suitably trained attendants should be employed in lieu of the children's mothers, and also that Foster Home Service should be developed. It was at this time that the Home first began to consider Foster Home Service—but quite a few years were to pass before anything constructive was done along these lines.

In 1932 the Home ceased taking the mothers of the children as paid employees. Nursing mothers were accepted and taught mothercraft. In the future the policy of the home was to accept children only, up to the age of six years. The staff was hired on the basis of their ability.

It was not until 1936 that the Protestant Infants' Home undertook Foster Home work. At this time a survey of child welfare work had been made and the Home realized that the real need of the unfortunate child was to have a home and to be as like other children as possible. They felt that their work with the children would be made much more effective by the use of Foster Homes. Accordingly, on the advice of the Survey Committee they agreed to take over the complete Foster Home Service for the Protestant Federation of Social Agencies. This included running a Study Home in their building to receive all children accepted by the Children's Service Association, and also taking over the Foster Home work heretofore done by the Children's Bureau. As a result of this change it was decided to adopt a new name, one more descriptive of the work being done. Thus the Protestant Infants' Home of 1869 became the Protestant Foster Home Centre of 1939.

The object of the present service may be stated in a few words—to provide the essentials of security, freedom to grow, a concrete ideal to grow toward, and adult companionship, to every child under care, so that they may grow up to take their place in the community as healthy normal adults and good citizens. It is felt that these essentials can best be supplied in a good Foster Home.

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## Control of Adoptions in Great Britain

*"Report of the Departmental Committee on Adoption Societies and Agencies" (United Kingdom) His Majesty's Stationery Office, London, 1937. 59 pp. Price 1s. 0d. net.*

UPON the request of a deputation of representatives of a number of important bodies interested in the welfare of children which asked for an inquiry into the "evils associated with unlicensed, unregulated and unsupervised adoption", in January, 1936, the Secretary of State for the Home Department appointed the Departmental Committee on Adoption Societies and Agencies to report on what measures should be taken in the public interest to supervise and control adoption. This Committee submitted its report in June, 1937.

The following extracts are from the summary of recommendations:

Adoption societies and agencies should make thorough inquiries into the suitability of would-be adopters to have the care of the child and into the suitability of the child for adoption. . . . There should be a probationary period of at least three months. A well managed hostel is indispensable to the work of an adoption society. The staff of an adoption society or agency should be adequately qualified, and there should be a Case Committee of suitably qualified persons whose sanction should be required before final approval is given to any adoption. Adoption societies should insist upon application to a court for an adoption order immediately upon the expiration of the probationary period. Any charges to parents should be according to ability to pay, and all payments made or to be made in respect of an adoption should require the approval of the court. It should be an offence for any private person to receive any payment for negotiating an adoption without the leave of the court. All advertisements offering or seeking children for adoption except by adoption societies and agencies covered by the recommendations for regulation made later in the Report should be prohibited. It should be an offence to carry on an adoption agency which is not licensed by the council of the county or county borough of the area within which its administrative centre is situated. . . .

L.C.



## LEISURE TIME and GROUP WORK

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### *A Community Council in Montreal*

STANLEY ROUGH

*General Supervisor, Montreal Parks and Playgrounds Association Inc.*

THE COMMUNITY COUNCIL seems to be the answer on how to get community groups to work together intelligently. These Councils are popular on the west coast of the United States, but the Park Extension District of Montreal seems to be the first to form such a Council in Canada.

The purpose of the Community Council is simple but challenging "To make the community a better place in which to live." To accomplish this all the religious, educational, recreational and cultural groups in the community elect two representatives to a central body or council.

The Council can observe and celebrate national holidays, act as a clearing house for programmes of members and thus prevent overlapping. It can also issue a monthly bulletin of meetings and special events of its members and create a better understanding of what each group in the Community is trying to do. As a matter of fact, there is little that a live Council cannot do.

The Montreal group, to date, have sponsored a Victoria Day Celebration, at which ten thousand took part; promoted a home beautification contest; and opened a free, public library. Each of these projects would have been beyond the scope of any one organization but to a Council having the support of the whole community, they were comparatively simple. This Council is now working to have the local school facilities put to wider use and also to change the name of the District.

The Community Council seems to be the answer to what many community leaders are faced with today: how to get a number of groups all busy with their own programme to pause for a moment and see how they can co-operate in intelligent community planning.

## *W.P.A. Builds Recreation Facilities*

"INVENTORY" is the title of an attractive report in which the United States WPA offers an appraisal of some of its activities. A surprising volume of facilities for the leisure time enjoyment of the people is in the record: 3,777 new recreational buildings and an additional 2,900 improved and enlarged; 881 new parks and 3,210 improved; nearly 3,000 athletic fields constructed and improved; 1,303 new playgrounds and 3,792 improved (about three quarters of them on school grounds); 576 swimming pools built or renovated; golf courses, tennis courts, fairgrounds, rinks, ski jumps and trails, outdoor theatres, bandstands and shells, handball and horseshoe courts are also in the inventory in substantial numbers.

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## *Recreational Institute in Halifax*

THE RECREATIONAL DIVISION of the Halifax Council of Social Agencies was sponsor for a successful five weeks Recreation Institute in March and April which enrolled more than one hundred young men and women for a course of training in play leadership and direction of recreational activities.

In his introductory address, Dr. S. H. Prince, President of the Council, declared that "good citizenship is measured by the way a people spends its leisure time". The development of habits of idleness was one of the most serious results of unoccupied leisure, he said, and the absence of normal play led to unemployability. "The boy without a playground is father to the man without a job."

The Institute comprised five weekly evening sessions. General lectures, designed to give an introduction to the psychology of leadership included: Supervised Recreation—a Social Challenge; the Social Significance of Play; the Underprivileged and the Unemployed; Age and Sex Psychology; Leadership for Social Recreation. Students divided into groups for the following elective subjects: Discussion Group Methods; Dramatics (two sessions); Folk Dancing (three sessions); Social Recreation; Demonstration of Hobbies and Handicrafts (leatherwork, metal work, pottery and clay modelling, general handicrafts). The latter part of the evening in each session was devoted to party and group games—social mixers and party games, progressive games, group games, large space action games, and European games.

M.B.

## Camp Schools in Europe

*The following article which appeared recently in "The Times", London, supplies a most interesting description of the "camp school" movement which has been growing in popularity in certain European countries.*

THE SCHOOL in its greatest educational work, harmonious collaboration with the home, is sometimes unable to isolate young people from their often unsuitable surroundings, especially when they live in the industrial areas. In an endeavour to overcome this pernicious town influence many of the northern and eastern countries of Europe have developed camp schools, or country branches of town schools. These open-air schools have become a recognized feature in the educational systems of Denmark, Sweden, Poland, and Hungary, and are simply the first step in the removal of all schools from the depressing atmosphere of cities to the more natural and health-giving environment of the country.

City life creates a series of ever-changing impressions which make it difficult if not impossible for children to concentrate. They are thus taught to become superficial by attaching too great an importance to appearances while neglecting the deep and lasting values. Education suffers from these undesirable influences, especially as much of its work is done by suggestion. As the educative influence of the school and home is weakened, it is easy to understand why educationists are so desirous of getting schools established in the country instead of having them in the disturbing atmosphere of towns.

### *Contact with Nature*

Since it is impossible to convert all city schools into open-air schools at once, the children must be removed for substantial periods during the school year to peaceful rural surroundings. They become acquainted with the farmers and workers of the villages and learn to understand their way of life. There they can live in constant contact with Nature, and come to know her beauties and secrets. In those countries where camp schools are established the back-to-the-land movement does not take the form of ye-olde-week-end cottage. In Denmark and Poland, which began the scheme with school children from the slums, back-to-the-land really means working on the land and making a living by the sweat of one's brow.

Poland is perhaps the most advanced of all countries in this open-air educational movement. Many of the larger Polish city schools have their own country homes to which the different classes go for two or three periods of a fortnight each during every school year. Smaller schools will share a camp; and a whole school will move out to the

country for a more extended visit during term time. The camps, usually of timber construction, are situated among woods and forests, and are occupied for the 10 working months of the year. The camp superintendent is supreme, since he is responsible for the maintenance of discipline and the proper management of domestic arrangements. The class master, who travels with his pupils, conducts the educational side and assists in supervision. Visiting teachers come from the towns for periods of two or three days, and give intensive courses in special subjects such as botany and local history. The opportunities for this specialized teaching are greater in rural conditions than if the school were surrounded by row upon row of houses interspersed with factories. How much easier it must be to teach history when the children are spending the afternoon in the shade of a castle's ramparts, where they can study at first hand the reasons why it was built. Geography becomes a living subject, and not just lists of towns, mountains, and products, when you can see them all in miniature at the very borders of your camp.

Teaching, thus connected with living things, takes on a wider and deeper meaning, and is more vitally remembered through the introduction of emotional factors. The scholastic work in the camp schools produces better results than in the town, even when that most modern of educational devices is used, the instructional film, because in the country the child learns not only by his eye and ear but also by the sense of touch. Separated from the distracting atmosphere of the city, the children grow more attentive, more willing to learn, more desirous of taking part in class discussions. They feel freer amid natural surroundings. Weak and backward pupils have a chance of overcoming their difficulties through help from their class mates and teachers. The teachers, too, are able to observe how the children study when left to themselves; they see the pace at which they work, and get to understand better their drawbacks and their interests.

### *The Very Young*

When very young people are in the camp schools (and in Poland they go at the age of seven or even earlier) several members of the parents' association, or class mothers as they are often called, accompany them to help the teachers with supervision and administration. The children undertake all the tasks for running the camp. Turns are taken of service in the dining halls, as waiters and kitchen assistants, while classrooms, sick bays, and dormitories are kept clean and tidy by the children. They also work in the camp garden or farm, growing vegetables and flowers, and look after the chickens and pigs. In this camp work they are usually supervised by a senior pupil or elected



leader in each group who is responsible for both discipline and the efficiency of his party.

On the social side teachers and pupils become members of one family, when they are gathered round the camp flag as it is broken at the masthead for morning prayers, or when it is hauled down at sunset. Around the camp fire at night all social distinction disappears, just as in England at the Duke of York's camp. In Poland it has been found that, though the children may leave town as an unco-ordinated group, they return after a month or more as a harmonious unit. New friendships have been formed between classmates and also between teachers and pupils, and born leaders have had opportunity of showing their ability in organizing and helping their fellows at work and play.

In Hungary this open-air education has taken the line of health camps, to which the delicate children go for their schooling. They have opportunity to outgrow their juvenile weaknesses and at the same time can keep pace with those who attend the ordinary schools. Since Hungarian education is almost all co-educational, the camp or health schools are run in that form with from 250 to 300 pupils usually in each. The children, who vary in age from 6 to 16, are grouped in elementary, secondary and senior classes, as if they were in the city schools. The cost per child, which is paid by the parents if they can afford it, or by a charity, and sometimes by the State or municipality, works out at just over 10 pengos (under 2s. 6d.) a week. Out of this modest sum have to come all the running expenses of the camp. The cost of education is not included. Medical reports on these debilitated children suggest that one month should be the minimum stay if full advantage is to be derived from the camp school, because during the fourth week the gain in weight is usually double that of the first three weeks together. After the first month the weight increase is more gradual, though the child consolidates his gains and does not readily sink back to his old self on returning to the town. Life in the camps is in effect life in the open air; all sleep in covered shelters, while the classes are held under the shade of some convenient tree.

### *Denmark and Sweden*

The Danish people, like the English, are a race of individualists. This is amply demonstrated in their open-air schools, holiday and health camps, which are organized by the municipalities, newspapers, Y.M.C.A., scouts and guides, and in fact by almost everybody in the country, including the State education department. As is natural with such variety of authority, there is diversity in the arrangement of the camps, but most of them are well and efficiently run. Children are taken to them for any period from a few days to three or even six months during the school year. One point in common in all these

camps and health schools is that no child who would benefit from open-air schooling is refused because he cannot find the necessary money to pay the cost. The Danish open-air schools being in use the whole year, it has become customary to have an old country house as the nucleus round which the brick and timber camp buildings cluster. The gardens and parklands form ideal playing fields, where the city youngsters may get an insight into the wonders of Nature while gathering strength and stamina to ward off the attacks of childish epidemics which used to sweep through the schools in the industrial areas every winter.

Open-air health education will this year commemorate the centenary of the death of its founder, P. H. Ling. In Sweden the gymnastic system perfected by him has been the basis of all health training, and annually many tens of thousands of youths and adults spend a week or fortnight in the school and drill camps run by the National Movement for the Improvement of Health. During the summer months school children migrate in batches to the open country, where they undergo a period of intensive training. Though the basis of this camp training is physical, the educational side is not overlooked, and classes in the three R's are conducted side by side with what we know as Swedish drill.

Holiday camps are also arranged by the same organization for the worker who has his week or fortnight's holiday with pay each year. He can get a period of training in healthy surroundings to tone him up in body and mind for facing the long dark winter months of that northern land. One of the outstanding features of the camps is the high quality of the food supplied to the holidaymakers. When it is considered that three or four hours a day may be spent in strenuous health-giving exercises in fresh air, this is not to be wondered at.

Here in England the value of the holiday camp and open-air school is just beginning to be recognized, though our need is at least as great as that of any of the countries which have already passed the pioneer stage. Now that the Government have decided to establish a National Camping Corporation we may look forward to a rapid development in the health education of our people. It is to be hoped that soon all the children from the schools in the industrial areas will spend a month every school year in the beneficial atmosphere of the camps.

# Public Welfare Services

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## *Saint John Agency Surveys Relief Families*

Eloquent and moving testimony of the acute distress, suffering, and "serious deterioration in standards of family life" in distressed areas of Saint John, is presented in the terse phrases of the Saint John Family Welfare Association's brief report of a survey of some 200 families in receipt of public assistance. Release of the report was the signal for a vigorous campaign to bring the deplorable conditions obtaining to public notice and obtain assurance of action by the appropriate authorities.

Since August, 1937, unemployment assistance in New Brunswick has been practically confined to work relief projects. In 1936, the last year of "direct relief" in New Brunswick, \$346,970 (\$335,640 excluding administrative costs) was spent for this purpose in Saint John, and 6,344 persons received assistance, including 1361 heads of families, 4925 dependents and 58 single persons. In 1938 \$226,049 was expended on works projects including a probable maximum of about \$165,000 in wages or other material assistance in the form of fuel and clothing. There were 3,977 persons in receipt of such help. Unemployment assistance according to the above figures would average \$52.90 per capita of those on relief in 1936, and \$41.50 per capita in 1938.

As we go to press conferences are proceeding between representatives of the Family Welfare Association and other community organizations and public authorities with the object of bringing substantial improvement in the local situation. Because of its realistic presentation of conditions prevailing we are publishing almost in full the summary of findings of the Association's sampling of some 200 homes in the distressed areas. The Summary Report follows.—ED. NOTE.



A GREAT MANY of the families were living in quarters actually unfit for human habitation; there was also overcrowding, suffering from cold, lack of clothing, bedding, cooking utensils and food. There was plain evidence of slow starvation among many adults and little children in this group, and the ravages of diseases were apparent as attested by their medical and hospital records. Most of these homes were without bed sheets or towels and had less than half enough other bedding.

Some families had one bed for the family and no mattresses; a large number had exhausted supplies of cooking utensils and in some homes one pot was used for cooking and bottles for drinking, in absence of cups. In the remainder of the cases visited, the majority revealed evidence of considerable hardship with undernourishment and the results had affected a number of children. In almost every case visited, the family were existing very much below the minimum standard of decent living and without enough food or clothing.

As many cannot pay rent, the result is very bad for both landlord and tenant. The record of evictions and seizures of furniture is particularly disastrous for little children of these families; other phases of acute distress relating to fuel scarcity, worn-out clothing etc., might be given, but only a summary of major conditions can be shown here.

Seventy-five per cent of the families owe from three to sixteen months' rent. Most housing conditions are squalid and unsanitary; a terrible lack of clothing, bedding, and utensils. A large section of those visited had been evicted from three to six times a year. During the past two years, fifty per cent of these families had moved from three to twelve times.

Of the families interviewed, 155 were in receipt of work relief and a great many were destitute and in desperate need. The majority cannot be classed in much better condition.

### *Serious Health Conditions Prevail*

Slightly over 50 per cent have suffered from ill-health and had hospital treatment during the last two years, having had from one to six members of the family in hospital at different times. According to a recent report by the District Medical Health Officer on conditions, this was due because "undernourishment, insufficient or inadequate food, acute and chronic illnesses, and poor hygienic conditions, have existed so long a time in the community that they are now presenting a most serious economic problem."

Most of the families suffered from a deficiency of milk. Milk used is principally canned and averages a few cans a week per family. Many children are unable to leave the homes or attend school for lack of clothing. Red Cross, Churches and other organizations and private indi-

viduals have assisted to the limit, but the requirements far exceed the supply.

Taking five family cases of the group mentioned, we quote as follows from the survey reports:—

*Family—North End*—Two adults and one child five months of age. Behind in rent, little bedding. Man active tuberculosis case, has no underwear, socks or overcoat. Relief \$1.50 per week—extra \$1.25 per week provided from Church.

*Family—West End*—One adult and three children from seven to nine years of age. Owe one year's rent. Beds and mattresses in bad condition—no sheets—no towels—no fresh milk obtainable. All children in one bed to keep warm. House cold. Neighbors have to provide ferry tickets to enable the woman to work for relief order of \$2.00 per week at the Red Cross Sewing Centre.

*Family—South End*—Two adults and seven children from three to eighteen years of age. Owe eleven months' rent. Beds, clothing in bad condition. Eighteen year old girl is ill. Bad cases of undernourishment. \$5.60 per week in relief.

*Family—East End*—Two adults and eight children from one and one half to fourteen years. Owe six months' rent. One bed, no mattress. Bedding almost nil. No cups. Man in hospital and consequently relief order had to be reduced to \$3.20 per week. Very bad conditions here.

*Family—North End*—Two adults and two children, ten and thirteen years. House cold—girl just had mastoid operation—sleeps on mattress on the floor; no fresh milk. House perfectly awful. No quilts, wretched clothing. Relief \$3.50 per week.

These cases are an average of 210 surveyed.

### *Over the Hill to the Poor House*

There are many relief regulations which no doubt appeared necessary but which are disastrous to family life, i.e. In case of the arrest of the head of the house, the family now can only receive municipal help by going to the Poor House—as this includes children, the effects are very bad. In the past, relief work orders could be obtained in such cases by the wife working for the order. If either husband or wife in a family is in receipt of an old age pension, the remainder of the family become ineligible for work relief. This is a great hardship.

We find that many men on work relief, exposed to the most severe weather, had thin clothing and no underwear. Consequently some became ill and were cared for at municipal cost through the hospital. The hospital expenses far exceeded the cost of proper clothing.

From records of families on relief and those in a similar condition not on relief, there is evidence that there must be 1,000 families in

Saint John in greatly depressed circumstances, unable to gain the meanest living in employment, without assistance. In nearly every case, the head of the family states that inability to secure work has forced them into this situation although there are quite a few widows, and others who have suffered illness or injuries.

The Executive Secretary of this Association states from much experience that a percentage of heads of families are now unemployable through age or disability and that this class existed before the coming of Direct Relief though not so numerous as at present. Our several workers estimate the very depressed and needy families with unemployed heads of families as three times greater in number than in 1930. Naturally their number and difficulties are increasing on account of semi-starvation and lack of most of the necessities of civilization.

It has been charged that quite a few undeserving heads of families have obtained assistance, but from direct observation, we can state that their children, who outnumber the adults four to one, are innocent sufferers and cannot be ignored.

### *Maximum Earnings on Relief Works*

The first need is for an adequate supply of food and fuel.

We quote here from the Saint John work order schedule and ask how any child or adult could maintain life on an average of around 2½ cents per meal; it is all very well to say that they obtain extra food elsewhere, but in many cases they do not obtain it, and are forced to pay some of this wretched allowance for rent.

MAXIMUM AMOUNT	TOTAL NUMBER IN FAMILY	WEEKLY WORK HOURS
\$1.90	1	5½
2.45	2	7
3.15	3	9
3.50	4	10
3.85	5	11
4.20	6	12
4.90	7	14
5.25	8	15
5.60	9	16

Women earn twenty cents per hour. Men earn thirty-five cents per hour.

We give also the relief work schedule existing in Ottawa at the present time for the average family of five.

"A family of five is given \$50.40 to live on for thirty days. Their rent, paid direct by the relief office, is budgeted at \$13.00 and included in the \$50.40. Food allowance, based on recommendations from dieticians and doctors, is \$23.90 and is paid in scrip to allow the thrifty-



minded to seek bargains. Fuel is allowed at \$7.05, clothing \$3.75 and light \$ .95. A deduction of \$1.75—35 cents per person—is made for medical services and paid direct by the relief office to the provincial government. Each relief recipient is required to work for the city until he has earned the amount given him for rent. Earnings of the man-on-relief are budgeted at the relief office. Should the average head of a family-of-five earn \$5.00 in a month, he is allowed to keep it as it is slightly less than thirty percent of his monthly food allowance of \$23.90. If he earned \$15.00, the amount above thirty percent of his food allowance is deducted from the scrip issued him at relief headquarters."

### *Paying High for Low Relief*

The evidence that we have encountered is that the relief work allowance is so low that recipients cannot exist even at a minimum standard; that there is suffering from lack of food among little children and adults; that scarcity of clothing, bedding and utensils is marked and adds greatly to the suffering; that the majority of these families are moving to a lower and lower level of existence. The state of health of the majority, for these reasons, is a danger to the immediate future, and the resulting sickness and malnutrition are costing the community much more than would supply the minimum of decent living.

It is fairly easy to dismiss this great need by the careless remark often heard; "that these people would not work if it were offered them, and would refuse it." We are convinced that choice has nothing to do with the present condition of a large majority, and even if it were true of a minority, their children cannot be blamed.

We deem the situation as to food, shelter and clothing a very serious one and growing rapidly worse in its immediate and far-reaching effects; after enough food can be obtained for these families, the questions of rent and clothing should be dealt with as has been done in so many of the other Provinces with the assistance of the Dominion.

We have been unable to deal with the great problem of the homeless single men in our midst, who are in a deplorable position without relief or public aid.

We suggest that only commercial and industrial employment or productive works, fostered and initiated if necessary by the various governments in conjunction, can offer a fair solution to this great problem. Our only criticism is that such organized means for coping with the situation fundamentally have hardly begun to function. In the meantime we point out the crying need for enough food and fuel, and that such conditions as we have found can hardly be allowed to continue.

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# COMMUNITY ORGANIZATION

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## *What Councils of Social Agencies Do*

“**W**HAT COUNCILS OF SOCIAL AGENCIES Do” is the engaging title of a new publication just issued by Community Chests and Councils, Inc., New York, and it has perhaps been set in print to echo the question that has risen so frequently to the lips of the earnest enquirer in every part of their country and our own. There is perhaps no categorical answer that could be compassed in a sentence or a paragraph. There are sometimes wide gaps between theory and practice, and a Council in a five year interval may change almost beyond recognition. Even principles have been subject to alteration, and the expression of them in programme and achievement records is conditioned by time (in the Council's history) and place, and other uncounted circumstances.

The following notes have been made from annual reports at hand from a few of our Councils in Canada. These embrace new Councils and others long established, in small and large centres of both East and West. Councils with substantial and slim resources, and recording a gradual evolution, and sometimes a radical alteration of programme. It has not been possible to do more than perhaps offer a few glimpses into the varied programmes and scope of such work as exemplified in these reports, and apologies are offered in advance, if full justice has not been done to the wide range of activities with which they have occupied themselves.

### TORONTO

The first annual report of the Welfare Council of Toronto and District supplies an impressive record for the first year's operation of a welfare planning body.

Brought into being in a great city, where social work in its most modern sense had already a long history behind it, and where, in the absence of one general council many co-operative devices had been developed to fill the need in part, it is natural that its earliest efforts should have been centred largely in a series of informative studies with substantial values of self education and interest groups for its membership. A series of twenty-one standing and temporary committees (plus

many sub-committees) have provided the means through which the Council is feeling its way to its place in community welfare planning for our second greatest metropolitan area. One might even hazard a prediction that this youngest of our Canadian councils (and a whopping big infant it is!) might be driven to the resort of the Montreal Council's ingenious "Committee on Committees" one of these days.

### *Broad Programme Established in First Year*

Committees on Community Health, Leisure Time and Recreation, Illegitimacy, Nursery Schools, Public-Private Relations, Interpretation, Research (for consultation purposes only), Day Nurseries, and Child Placement, were set up as standing groups. Their work was largely that of preparation against the day when decisive leadership and action will undoubtedly be called for in many spheres of local welfare service. At the same time, much of immediate interest and value was recorded in specific achievement and studies carried to a point of substantial use.

Temporary committees, allotted tasks of more immediate achievement, included those on: Cost of Living (which has obtained the collaboration of nearly one hundred families in a year's budget study), Mothers' Allowances (to secure more equitable treatment of certain mothers' allowance cases), Problems of Child Protection (gathering evidence on hazards to which juveniles are exposed in the city—at the request of the Children's Aid Society), Board Members' Conference (reviewed elsewhere in this magazine), Youth Training (concerned with the application of the scheme in Ontario), Single Unemployed Men (in response to a request to the Council to investigate and advise on local manifestations of this problem—instituted action in arousing public opinion and approaching authorities with tangible results), Penal Commission Report (preparing special memoranda for local use in follow-up work), Resident Homemakers Service (studying the need and auspices for an extended community programme), and a number of others. One committee prepared the draft for The Brief which the Welfare Council subsequently presented to the Rowell Commission.

Publications included "Council Comments," a monthly newsletter to the membership, a comprehensive Directory of Welfare Resources, and a number of pamphlets and mimeographed documents. The Council's own membership, and the wider fringe of interested citizens participated in a number of open or special meetings and a one-day institute on interpretation.

The Council carried through its first year on a budget of about \$8,000, obtained largely in fees, graded from \$10 to \$250, according to income, from the member agencies. Seventy voluntary agencies and the City Departments of Public Welfare and Public Health are in the membership.

## WINNIPEG

The nineteenth annual meeting of the Council of Social Agencies of Greater Winnipeg gave expression to a new key-note in policy and programme, and an evident readiness of the City "to take a new step in the development of its community welfare programme." Fortified for the first time with a substantial operating budget (about \$4,000 for eight months) and full time staff, the Council looks forward to tasks of heavier responsibility in 1939 aptly expressed in the following excerpts from the Executive Secretary's address:

"The past 30 years has been a period when most of our social agencies originated and grew. Individualism in such a period was perhaps a necessity, if not a virtue, to the very life of these organizations in their early years. However today we find we have reached a point when we do not need new agencies but a refinement and unity of those we now have.

"We hear often today about the person who pays the bill for our welfare programme. This person of course is all of us. However I would like to say a word from Mr. Average Citizen's standpoint. The same individual is called upon today to support his community's social service programme in several ways—taxes, community chest, tag days, teas, tickets and many special appeals such as Christmas Cheer. He doesn't mind this too much, although at times it does seem like unnecessary duplication. But he is starting to insist on one thing—that his money is being distributed and spent in the most efficient manner in regard to the whole community welfare programme. He is primarily interested in the *total* welfare programme of his community. He does not have time to investigate all its problems and needs and to divide his dollar in proper relationship to the needs and services. He wants somebody to do this job for him."

### *Council Sets Hand to New Tasks*

The large number of organizations appealing for attention and support on the one hand, and the numerous ways in which the individual is asked to contribute financial support particularly, Mr. Serene suggested as largely responsible for growing recognition of the need for some central plan whether or not the questioning citizen was aware of just how that might be achieved. The following were some of the results, he suggested, which might be anticipated from the far-reaching services of an active worthwhile Council: Discontinuance or alteration of certain services and the establishment of new services; continual improvement in efficiency and skill of social work; continual adjustment of financial resources to meet changing needs and emphases. Commenting on the latter Mr. Serene suggested this as one of the most urgent needs in the present field of community organization. "This

continent is dotted with communities who have failed to realize that financing and social planning must go hand in hand. No matter how you separate them artificially or try to set up one without the other, you cannot take a step in the direction of welfare financing without affecting positively or negatively the social planning programme.

"Finally let us consider some of the practical implications in this task of building a well balanced programme of welfare services in Winnipeg. Our task is similar to building a house. If we were building a new social work house today from new lumber and materials, our task would in some respects be less complicated. Instead we must remodel the structure whose rooms have been built at various times by separate carpenters without the benefit of an architect's plan.

"We cannot tear the whole house down and build over. We must follow the procedure of remodeling room by room and section by section. We may find it expedient to be working on parts of the foundation and the roof at the same time. However, we cannot hide behind the difficulty of our task. The community has stated that our house must be rebuilt into a structure worthy of a place in the skyline of Greater Winnipeg.

"I know of no other community enterprise which will call for more fearless and unselfish devotion on the part of its members than the future programme of the Council. Questions of vital concern to various organizations must be weighed in the light of the welfare of the whole community. The Council must be understanding, fair, impartial and democratic in dealing with the problems undertaken. There must be a strong desire and willingness to improve the quality of all our social services.

"Sound administrative practice must be followed in the mechanical set-up of committees, the delegation of responsibility and the conduct of business. The Council serves the community and its member agencies without legal or other definite authority. The willingness to co-operate for the common good is the underlying bond. As such, the Council depends upon its member agencies to bring their co-operation and community wide problems to it. The success of the Council will depend a great deal on the extent to which the member agencies look to the Council as the meeting ground for solving their problems."

Emphasizing that community planning is not a static thing and that a Council's work is never done, Mr. Serene said, "The science of dealing with human and social problems, although progressing daily, has not developed many final principles or methods. What we are using as the best methods today, tomorrow may be replaced with a more advanced technique. This situation together with the newness of social work as a profession means that the Council must sponsor and

help bring about the use in Winnipeg, of the best methods and skills in every field of social work."

The meeting was also marked by warm tributes to Miss Florence Robertson who had carried, with faithfulness and distinction, the heavy secretarial duties of the Council in an honorary capacity since its inception.

### *New Assignments in Survey Work*

Winnipeg agencies have not been long in assigning new tasks to the Council in its first few months of full time service. First on the list came a request from the Jewish Agencies for a survey to guide the future policy of a large institution for children, looking into the possibilities of a foster home programme, and of an institution for the aged presently housed in a dangerously inadequate and overcrowded building. Two programme studies have been requested by the Community Chest Budget Committee, while one hard working committee has been assigned a task which it is hoped will bear fruit in arrangements for joint housing of the Community Chest and Council and several member agencies in one office building.

### *Voluntary Committees of Long Standing*

The active voluntary committees which have characterized the Winnipeg Council for many years reported on a year of varied service in 1938. The Education Committee collaborated with the University of Manitoba in arranging a course of twelve lectures (begun in January, 1939) on case work, family relationships to the community, and organizing the community for social work, for staff members of the public departments and social agencies and others interested. The course was provided through the University Extension Department. Students enrolled numbered 117. The Christmas Committee and a special Advisory Committee arranged for more than 4,000 Christmas hampers and many well planned special gifts whose use extended beyond the holiday season. This organization is a city-wide cooperative enterprise through which churches, clubs, welfare agencies and the two newspapers collaborate to bring the greatest benefit to needy people from the outpouring of charity and goodwill which characterize this season.

The Health Committee engaged in various health education projects, carried through a successful effort to have assured from public funds a supply of arsenicals free of charge to all physicians for the treatment of patients suffering from syphilis, and followed with interest the early progress of a new organization it had helped to bring into being to provide a group hospitalization scheme. The following programme was recommended for the coming year: A study of mental hygiene conditions in Manitoba; a study of how women on relief who



are living in rooms are being taken care of in other communities; a survey of the health of industrial workers in Greater Winnipeg; and a survey of the health of institutions participating in the Community Chest.

The Advisory Committee of the Confidential Exchange kept that service close to agency needs and guided service policy. The Conference Committee carried through the Fifth Manitoba Conference on Social Work in the autumn. The Legislation Committee was active in several special assignments. A special committee on the problem of caring for unmarried mothers and their children saw the results of arduous work reaching fruition in a new plan in which the several children's aid societies of the Province, the Provincial Government and Winnipeg financing bodies will collaborate to bring into being a much needed service programme.

### VANCOUVER

Under a new constitution to provide a more flexible organization frame, the Vancouver Council of Social Agencies was administered in 1938 by an Executive Committee comprising officers of the Council and the chairmen and vice chairmen of standing committees on the Social Service Exchange, Children's Work, Unmarried Parents, the Family, Homeless Men, Health, Education and Recreation, and Medical Social Work. The Council operates on a budget in the neighbourhood of \$8,000 to \$9,000.

The Canadian Conference on Social Work, which went to the Pacific Coast for the first time in 1938, and special survey assignments, some carried over from the previous year, occupied staff and membership throughout the twelve months. It was a year of specialized activity illustrating to the observer a flexible organization, able and willing at need to throw its whole resources behind several assignments of paramount importance; able too, to direct its energies for the moment into a few special channels, without losing ground, having established its position in community confidence in previous years of useful service.

First, in order of the telling at least, was almost the full year's preparation required for the Canadian Conference on Social Work, the secretarial and organizing duties falling heavily upon the Council's Director and staff, with the help of many others in the city. The unanimous tribute of all conference members, and especially of the Eastern contingent, located a new milestone of successful and stimulating achievement in Vancouver.

### *Another Survey of Unmet Needs*

A survey of "Unmet Needs of Girls and Older Women" was the second important project of 1938—initiated at the request of the Women's Christian Temperance Union to guide future policy and

expenditure of special funds available for a programme in this field. This study also proved a logical successor to a survey of "Unmet Needs in Child Welfare" initiated in 1936 (which, partly because of Service Club interest, was largely concerned with boys work) from which has come substantial progress in the community service programme for boys and general recreation. A committee of twenty-five, representing eleven organizations and departments carried through the girls' work survey from which a number of projects of varying size and character emerged for consideration: suitable "receiving homes" through which unmarried mothers might be eased back into the community after discharge from institutional or other special care; special types of boarding home or shelter care for women under treatment for venereal disease; special protective care for girls of low mentality who could carry on in routine employment under adequate supervision; recreational or club facilities for girls in domestic service; a neighbourhood recreational programme for younger and adolescent girls in many sections of the city. Alternative proposals for club facilities for domestics suggested a location near the employment offices which women might use while awaiting work activities, or a purely recreational centre in the residential area where the greatest number of domestics are employed.

The survey also included the needs of older single and unattached women who have found their only social contacts in the public waiting rooms and depots of the downtown area.

### *Turning the Spotlight on Domestic Service Standards*

A closely related Council interest of 1938 was the initiation of a study of standards in domestic service "to bring into the full light of public discussion the need for an attack on this problem, and the need for a programme of public education which might prepare the way for the ultimate establishment of a code, by regulation or legislation, covering wages, hours and other conditions in domestic service". Cited in the report as an instance at least of "remarkable coincidence" was the announcement almost immediately following the announcement of Council action, of the appointment of a provincial government committee to investigate almost the same question with hearings at which representative organizations had the opportunity to submit their views, and with the privilege accorded to the Council's Director to sit in with the Committee as an unofficial observer.

In view of this development the Council Committee temporarily suspended its work, maintaining a watching brief for the time being.

### *29,000 School Children Fill Questionnaires*

Characterized as the "magnum opus" for 1938 was the Council's "School Survey" based on some 29,000 questionnaires filled in by

school children. The final report remained uncompleted at the close of the year. The purpose of this study will be to obtain, if possible, reliable data as to the percentage of Vancouver's youthful population with constructive club affiliations or lacking them completely.

Upon Mr. Ivor Jackson, Secretary of the Council, fell almost the entire burden of analysis of the thousands of questionnaires. Incomplete returns of this analysis have revealed that possibly less than one quarter of Vancouver school children, not to mention large numbers not in school, have no connection with constructive leisure time organizations. Among the possible 10,000 with such affiliations there are about 1,000 with duplicate memberships in more than one organization, while 20,000 to 30,000 boys and girls remain without membership in any organized characted building agency.

The gross totals are but one aspect of the study, and it is anticipated that variations and trends in the distribution of leisure time services which will emerge in the study of particular areas and school districts will be of real significance in future planning. Publication of this study in its final form may be expected to provide an authoritative basis of source material for community studies in this field.

Another unfinished survey was concerned with the needs of the Adult deaf in Vancouver requested of the Council by the Provincial Government.

### *Studies of Medical Social Work and District Medical Care*

The Council's most recent committee on Medical Social Work was occupied in 1938 with the means to coordinate the policies of agencies employing medical social workers. An ambitious study of the geographical distribution of recipients of various types of public assistance in Vancouver was also begun. The object will be to explore the feasibility of providing health services for this medically indigent group on a district basis. Excursions were also made into the field of uniform statistical recording for all purposes in the social, health, and other services of the City, and to explore the possibilities of establishing uniform district boundaries for health and welfare agencies and departments giving services to the home. Varying case loads and methods of transportation revealed the latter plan as inexpedient for the present.

Space will not permit a full review of other committee work. There were also the usual routine services of central library, mimeograph department, vocational bureau, clearing of annual meeting dates, etc., lectures and other educational, information and advisory services, and the Christmas Exchange. Five new agencies were admitted as members, several representing consolidated services which have developed as a result of Council surveys initiated several years ago.

## VICTORIA

The Victoria Council of Social Agencies is one of our new Councils with but three years behind it, and one truly big task—the organization of the Greater Victoria Community Chest—brought to a successful conclusion with a demonstration of community confidence in two annual campaigns. Closely linked with the Community Chest in organization and staff, the Council has operated up to the present on an “informal” budget which might be estimated at about \$1800, and the part time services of its Secretary who serves also the Community Chest and the Social Service Exchange in a similar capacity.

### *Gives Leadership in Emergency Relief Situations*

One special study of the year was concerned with that ever present problem of supplementary relief, acute in Victoria in 1938. Admittedly a temporary expedient, a special fund was established by the Community Chest, following the Council study, to be administered by a special committee of the Family Welfare Association. Another emergency, with the large number of single homeless men in the City, necessitated action of the Council in a situation where no organization in the City had the facilities to provide even the rudimentary requirements of these men, most of them transients. With the cooperation of the Salvation Army emergency arrangements were made to provide minimum assistance. The Council also carried its study beyond the immediate situation and an approach to provincial authorities followed. The Council will continue its work on this subject in follow-up study and action on the findings of the Canadian Welfare Council's conference on Non-Residence and Migrancy in January, 1939.

Another Council project was a study of the need for some form of teaching for mothers who must manage on small incomes. An experimental class of fifteen demonstrated the value of this enterprise and will be followed by a second class this year. The Council's Christmas Bureau has been a major activity in Victoria where a substantial appeal has become customary, followed by the distribution of a large number of “Christmas cheques”, in place of hampers. One new agency was admitted to the Council in 1938.

### *A Basic Study of Resources*

A new project announced for 1939 will be a study group to assess available resources in relief, family welfare, health, and recreational services in the light of apparent needs and general standards. Forty-six registrations had been received at last report, evidencing representative interest in this enterprise to establish a solid foundation for future welfare planning.

## MONTREAL

Twenty-three standing and special committees shared the responsibility for much of the work of the Montreal Council of Social Agencies in 1938. Under the present mode of organization most of these committees originate from proposals brought to the attention of the Council's Board of Governors and are appointed by it. The selection of personnel alone, to discharge assignments over the broad range of subjects which the Council has been called upon to explore is no light task, and so the Board has a hard working group known as the "Committee on Committees".

### *Committee on "Order of Precedence"*

Another group whose name intrigues is the "Committee on Order of Precedence". This is not, as might be inferred, occupied with Head Table lists, but with the very realistic task of selecting, from the many proposals for improvement of the welfare programme which have received endorsement from the Council, those which merit immediate action, where the question of financing arises particularly. The work of this Committee is in close association with budgeting policies of the Financial Federation and has been necessitated by the extensive work of the Council in past years through which many proposals for progressive developments have won general approval. To the more theoretical programme studies, this Committee applies the added review of practical expediency, having in mind available resources as well as the intrinsic merit of the proposal.

### *Briefs, Standards and Surveys*

The Committee which prepared the Council's Brief for the Quebec Education survey saw virtually all its recommendations embodied in the official report—compulsory school attendance, free tuition and books, more diversified curricula, vocational guidance, special or opportunity classes for handicapped children, nursery schools in the public school system, a physical and mental health service, more health instruction for teachers-in-training, and wider use of school facilities for community educational and recreational purposes.

To assist operating nursery schools and guide future planning, a Committee defined Standards and Objectives of Nursery Schools and outlined a plan for a demonstration centre in one of the poorer districts. The Committee on Social Welfare Courts came into action to collaborate with the Canadian Welfare Council when the question of jurisdiction of Juvenile and Family Courts was the subject of a reference to the Supreme Court of Canada. Later it prepared the Montreal Council's representations to the Provincial Government in connection with the enactment of legislation to establish social welfare courts in Que-



bec. These were concerned with juvenile and adult probation, legal aid, medical and psychiatric services, and adequate provision for the non Roman Catholic English speaking minority in Quebec Province.

A committee was set up on request of the Junior League to evaluate a visiting housekeeper service which the League has been operating experimentally for a number of years in collaboration with the Victorian Order of Nurses—a service brought into being on the recommendation of the Council in the early days of the Depression. Another group provided data for the Rotary Club bearing on a proposal to establish a neighbourhood boys' club. A committee on "Tutorship" recommended amendments to provincial legislation for the protection of the rights and interests of minors. One group explored a plan for extension of Day Nursery work through foster day care and recommended against any extension of this programme at present, while forecasting that this need may arise in future with changes in employment conditions and introduction of Mothers' Allowances.

Several groups were occupied with camp subjects—a survey of the need for camp accommodation uncompleted at the close of the year; the preparation of a camp appraisal form for self evaluation as a follow-up on the Council's report on minimum camp standards the previous year; and finally a project through an open meeting and an educational campaign to gain popular interest and understanding for the Council's excellent work on camp standards.

On request of an agency member one Committee was considering the institution of a follow up case work service for self-referred cases appealing for emergency shelter care. Another group studied an agency proposal to establish a Parent Education Council, and one gave its assistance to the Council Board in determining action to be taken in connection with the investigations of the Rowell Commission.

### *Standing Groups and Other Services*

Standing groups included, among others, committees on the Social Service Exchange; Recreation and Informal Education (which held regular monthly meetings and staged a demonstration of recreational work); the "Committee on Committees"; an advisory committee to the Executive Director (drawn from agency executive officers); a group which has for some years served as a visiting committee to the Protestant and Female Jail and assisted in rehabilitation work; and the Committee on Public Relations.

Other matters of social interest which engaged the attention of the Board included the problem confronting young wage earners all over the country in the numerous bicycle thefts; excessive charges on small loans (the Board collaborated with the Canadian Welfare Council in representations on behalf of welfare agencies to the Banking and



Commerce Committee); the Dominion-Provincial Youth Training Scheme as applied in Quebec; new provincial legislation to establish mothers' allowances; several conferences on recreational opportunities in a needy district with an increasing incidence of juvenile delinquency; the coordination of Christmas Cheer activities; and the traditional flower distribution to children in poor districts which has continued through many summers. Routine services included the placement bureau, central purchasing and mimeograph services, clearance of meeting dates, library, and publications, including a news letter and biennial social service directory. There were fifty member and three associate member organizations in the Council. The operating budget approximates \$15,000 to \$16,000 including the heavy Social Service Exchange Budget, and a number of self maintaining cooperative services which account for about \$3,500. M.B.

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### *Montreal Federation and Council Announce New Appointments*

MR. CHARLES H. YOUNG, who at present is completing a series of social work studies for the Community Chest of San Francisco, California, will return to Canada to assume the post of Executive Director of the Federated Charities and Council of Social Agencies of Montreal, according to a recent announcement. It is expected that Mr. Young will take up his new duties in July.

Mr. Young succeeds Dr. F. G. Pedley who resigned some months ago to accept an appointment as Medical Officer of McGill University. In the interval Miss Dorothy King, Director of the Montreal School of Social Work has been assisting the Council as Acting Director, while Mr. Lionel E. Brittle carried on until a few weeks ago in a similar capacity for the Financial Federation. Formerly Secretary and Campaign Director for the Federation, Mr. Brittle has joined the Montreal Firm of Brandram-Henderson and has been succeeded by Mr. C. C. Robertson.

A Canadian of Scotch descent, Mr. Young was born in North Sydney, N.S., and gained his early education in the Maritimes. Subsequently he entered McGill University in 1923 where he remained for post-graduate work, gaining his B.A. in 1927 and M.A. in 1928. During these and later years he became familiar with many parts of the Dominion. During his college years he preached under the auspices of the United Church in summer vacation periods in rural districts of Nova Scotia, Ontario and the three Prairie Provinces, and on com-

pletion of his University work he joined the staff of the Canadian National Committee for Mental Hygiene for special survey work in a study of Ukrainian settlers in Western Canada. Later he was engaged in a similar capacity for a study of Japanese Canadians, the report of which was published in book form a few months ago.

Mr. Young has completed further post-graduate work toward a Ph.D. degree at the University of Chicago, has studied at Cornell, and is a graduate of the New York School of Social Work. His professional experience in the United States has been varied and has been gained in both the East and the West. More recently, he has been in close touch with Community Chest and Council activities in various studies and other special work. His special studies of group work agencies including the National Girl Scout Movement are also widely known.

Mr. C. C. Robertson, who is now Executive Assistant in charge of finance and Campaign Secretary for the Montreal Federation, was formerly office manager for the brokerage firm of Hansons and Macaulay in Montreal. Prior to his appointment to that position, he had gained a broad financial training in the service of the Royal Bank of Canada, in Newfoundland, the Maritimes, and finally as accountant in the Head Office at Montreal. Mr. Robertson is the son of Rev. Frederick Robertson of Weston, Ontario. M.B.

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## *Two Canadian Chests Hold Spring Campaigns*

TWO SPRING campaigns in Montreal and Vancouver have added impressively to Canadian community chest records of the past year.

The Federation of French Charities in Montreal made its seventh annual appeal March 20th to 29th with an objective of \$441,389, holding the splendid and progressive gains of the past several years. With further returns expected from employee groups the total at last report stood at \$445,301, 100.8 per cent of the objective and 102.6 per cent of last year's total when the 1938 objective was oversubscribed substantially. The 1939 objective of \$441,389 represented in itself an increase of 9.4 per cent over the previous year's goal.

The uniform strength of all divisions was evidenced in the unusual record of quotas obtained or surpassed in every division and in each of the 103 parishes of the general canvass. "A smooth working organization and a tough job neatly done" was the terse summary of a local critic, and to those who have followed the consistent progress of this campaign organization through the past few difficult years the truth of this observation would appear self evident.

The Catholic Charities of Vancouver made its fourth annual appeal, postponed from the autumn, April 17th to 27th, netting approximately \$19,000 at the latest available report. This represented a gain over the last campaign total of \$18,325 in the autumn of 1937. Eleven Catholic Charities were included in the appeal.

The Vancouver campaign was organized in two sections—the business section, canvassed by fifty Catholic business men, and the parishes, canvassed by parish teams. Business firms located in the parish districts were also covered by the parish organizations.

Rev. Father Maurice Hanley, Director of the Catholic Charities, directed the campaign. The permanent office is located at 650 Richards Street, Vancouver.

M.B.

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### *The 1939 Social Work Year Book*

*The 1939 Social Work Year Book*, Russell Sage Foundation, 130 East 22nd St., New York, Price \$3.50, is a ready reference shelf in itself. A new section analysing public assistance programmes is a particularly valuable feature of this latest edition.

The editors of the several editions of this Year Book (which began in 1929) have done a truly remarkable work in maintaining an encyclopedic reference, readable in every paragraph, which has kept full pace with the rapidly changing social work scene of these past ten years. The topical articles not only keep the reader abreast of the thought of the times but also provide valuable guidance in the interpretation of essentials in function and principle of the almost innumerable types of service and programme. More than 400 national agencies (in the U.S.) are included in the descriptive directory, and the new special section on public welfare provides a state-by-state description of current services under State jurisdictions.

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# Les Oeuvres de Charité Canadiennes-françaises



WITH THE FRENCH-SPEAKING SERVICES

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## *Le Bureau d'Assistance aux Familles de Montréal*

RUTH ROBERTSON

*Directrice, Bureau d'Assistance aux Familles, Montréal*

L'UN des plus beaux récits du service social nous vient de l'Écriture Sainte, c'est celui du Bon Samaritain. Le docteur de la loi demanda à Notre Sauveur: "Qui est mon prochain?" Le Sauveur lui raconta la parabole incomparable. Le Samaritain vit le voyageur blessé au bord du chemin. Il s'arrêta, pansa ses blessures et le conduisit à l'auberge où il prit soin de lui. Le lendemain, quand il dut partir, il le remit aux mains de l'aubergiste et laissa l'argent nécessaire pour son entretien. Et il promit de revenir. Nous voyons dans la grande charité du Samaritain, un mode pratique d'agir: il n'a pas seulement donné à manger au voyageur blessé et sans ressources, mais il l'a soutenu jusqu'à ce qu'il fut rétabli et prêt à continuer seul son voyage. Il y a une grande différence entre le don de vingt-cinq sous au mendiant dans la rue, et l'idée de suivre ce mendiant chez lui, d'étudier sa situation et le mettre hors de la nécessité de mendier.

Autrefois, quand nos villes étaient moins importantes, on connaissait son voisin nécessiteux et on le visitait personnellement. Mais les temps ont changé et la vie est beaucoup plus complexe. Nos villes sont maintenant si grandes que les cas de misère nous sont peu connus; et même si nous voulons les connaître et les secourir comme le faisaient les bons voisins d'autrefois, nous y trouvons des problèmes si difficiles, qu'ils ont besoin, pour les résoudre, de personnes expérimentées dans le service social. Je parle, bien entendu, des problèmes de désertion, de filles-mères, de déficiences mentales, dont la solution requiert des connaissances et un doigté spéciaux et des soins constants. Les nouvelles conditions alors, nécessitent de nouvelles méthodes dans le champ du

service social. Nous avons maintenant des assistantes sociales qui consacrent tout leur temps aux problèmes de la pauvreté que nous rencontrons dans nos villes surpeuplées.

### *Début de l'oeuvre*

De 1935 à 1938, il y avait, au siège social de la Fédération des Oeuvres de Charité Canadiennes-Françaises, un centre de service social. A ce centre étaient dirigées toutes les lettres demandant du secours. Ces lettres sont très nombreuses au moment des campagnes financières des oeuvres de charité. Des nécessiteux de toutes sortes s'y présentaient aussi, et on y recevait les demandes de renseignements venant des Etats-Unis et d'ailleurs—demandes d'enquêtes auprès des parents de Canadiens-Français indigents demeurant loin de leur province natale. Ce centre de triage n'avait pas de budget, mais gardait des statistiques des problèmes soumis et des services demandés, afin de montrer à la Fédération la nécessité de fonder une oeuvre pour procurer aux familles et individus pauvres et en détresse de la race canadienne-française à Montréal, le traitement social des cas individuels (case work).

Le premier mai 1938, un bureau de plusieurs pièces fut loué—salle d'attente, bureau pour la régistreuse, un bureau pour l'opératrice de téléphone et pour les sténographes. Quelques chambres plus petites furent réservées à la directrice et aux assistantes sociales où elles pouvaient, en toute tranquillité, avoir des entrevues confidentielles avec les clients et autres personnes intéressées à l'oeuvre.

Du centre de triage sont passées au Bureau d'Assistance aux Familles, une personne de quinze années d'expérience, "vétéran" du service social et une assistante qui avait terminé sa première année d'étude au Montreal School of Social Work. Nous avons ajouté à ces deux personnes, une garde-malade qui voulait entrer dans cette nouvelle carrière du service social. Plus tard sept jeunes diplômées des Collèges Marguerite Bourgeoys et des Srs des SS. NN. de Jésus et Marie se sont jointes à nous. Pendant l'été, ces jeunes filles ayant entendu parler du nouveau bureau ont fait une demande pour entrer comme stagiaires du service social à notre oeuvre. Il fut entendu qu'elles devaient en même temps étudier pendant deux ans au Montreal School of Social Work. La directrice du Bureau est entrée en fonction le premier juillet.

### *Personnel*

Le travail du Bureau d'Assistance aux Familles est donc fait, pour la plus grande partie, par des stagiaires qui passent trois demi-journées par semaine à l'école. Elles sont rémunérées en rapport avec les services rendus. L'une d'elles sera diplômée en juin prochain et sept autres en juin 1940.

L'école fournira aux stagiaires de l'expérience dans d'autres domaines du service social en les envoyant, pendant six semaines, aux Etats-Unis ou en d'autres villes du Canada. Ainsi elles auront une formation professionnelle très complète, non seulement dans le service social des familles mais aussi dans celui des enfants, de la fille-mère et des hôpitaux.

Une de nos assistantes a déjà passé deux mois au Montreal Neurological Institute; elle y a fait une étude sociale sous une direction compétente; cette étude aura une grande valeur du point de vue médical en permettant peut-être le rapprochement des conditions sociales de la vie et des maladies congénitales et autres. Une autre de nos assistantes sociales passera bientôt deux mois dans une oeuvre qui s'occupe de la fille-mère et de son enfant; ainsi elle rapportera au Bureau d'Assistance aux Familles des connaissances et de l'expérience dans ce champ d'activité du travail social.

Au début, pour établir l'oeuvre, un comité provisoire de six membres fut créé; ces personnes étaient déjà actives ou au Conseil des Oeuvres ou à la Fédération. Le Bureau d'Assistance aux Familles a maintenant un Conseil d'Administrateurs composés de quinze membres, quatre femmes et onze hommes, représentant divers domaines d'activité mais liés entre eux par leur grand dévouement au bien-être des nécessiteux. Ce groupe comprend des représentants du Barreau, de la Médecine, de la Presse, du Clergé, des Affaires, d'une organisation féminine, de la Ligue de la Jeunesse et deux dames bénévoles charitables en plus.

La tâche de la Directrice, au début, avait un double aspect. Il fallut, d'une part, instruire les assistantes et de l'autre, organiser le Bureau. L'instruction des assistantes, dans le but de leur donner une formation professionnelle, se fait d'une façon concrète et personnelle. La Directrice donne, pendant les réunions du personnel, quelques idées générales sur les principes fondamentaux du travail social, et chacune des assistantes reçoit, au cours d'entrevues personnelles, deux heures d'enseignement particulier, chaque semaine. Pendant ces entrevues, la Directrice et les assistantes discutent des cas qui leur sont connus et essaient de découvrir les points essentiels, les obstacles à éviter, les suggestions positives à faire, et apprennent ainsi comment enseigner aux autres à s'aider eux-mêmes. La Directrice essaie d'inculquer, chez les étudiantes, une précision de pensée plus exacte et espère ainsi que les principes de l'investigation sociale leur deviendront familiers. En connaissant aussi toutes les ressources que possède déjà la société pour le bien-être des pauvres gens, l'assistante sociale peut indiquer au client la direction à suivre pour résoudre ses problèmes.

Mais pour examiner un cas d'une façon précise, il faut que l'organisation matérielle du bureau soit, elle aussi, exacte, et une partie de nos efforts a porté durant plusieurs mois sur cette organisation.



Nous avons fait traduire les diverses formules qui étaient nécessaires: formules d'inscription, système de reçus pour les secours donnés en argent, disposition dans des dossiers, des informations détaillées de chaque famille. Nous exigeons aussi selon les méthodes et les formules employées par la Russell Sage Foundation de New York, qu'un rapport statistique mensuel soit rédigé. Toutes ces formules ont dû être traduites de l'anglais. Enfin le système de comptabilité établi provisoirement, a été remplacé par un système employé dans les grandes oeuvres anglaises; un comptable d'expérience vérifie nos livres tous les mois.

### *Notre oeuvre*

Le travail réalisé depuis dix mois, nous procure beaucoup d'encouragement. Mais à mesure que nous progressons, cependant, le personnel se rend compte de l'immensité du champ d'action et de l'importance de la tâche. Nous sommes handicapés dans notre travail par l'absence d'oeuvres essentielles telles une oeuvre d'enfance, l'aide légale pour les pauvres, les services de psychiatrie et les départements de service social dans les hôpitaux français. Il est aussi difficile de faire des plans adéquats pour les nécessiteux d'une grande ville industrielle, en l'absence d'un bureau de bienfaisance public attaché à la Commission du Chômage. Il nous faudrait aussi l'interprétation soigneuse et répétée de nos méthodes de travail professionnel au groupe bénévole de la Société Saint-Vincent-de-Paul qui reçoit le plus gros octroi de la Fédération.

Le Bureau a dû, pendant les premiers mois, pour sauvegarder ses assistantes peu expérimentées et pour maintenir un bon niveau de travail, accepter seulement la moitié des familles qui ont fait appel à ses services. Nous avons agi comme centre de triage pour les autres cas, en les référant, quant c'était possible, aux autres oeuvres, en particulier à la Société Saint-Vincent-de-Paul.

Pendant les réunions hebdomadaires du personnel, nous avons tenté d'établir quelques principes et règles pour la prise de contact avec les familles. L'enseignement collectif aux assistantes sociales dans ces réunions, où règne une atmosphère toute démocratique, leur donne une occasion de comprendre et d'étudier l'organisation indispensable à toute oeuvre sociale. Elles ont senti que c'est "leur oeuvre", et qu'elles sont individuellement et collectivement responsables pour sa bonne mise en marche, et qu'elles seront plus tard les "guides" du service social de l'élément canadien-français.

### *Cas de neurasthénie*

Le service social des cas individuels demande, dans certaines situations difficiles, un traitement assidu et prolongé. Nous connaissons depuis quelques mois un neurasthénique, Monsieur D., et sa nombreuse

famille. Il a été blessé à son travail et a reçu une indemnité importante. Quand il n'eut plus rien, il consacra tout son temps à obtenir une pension pour toute sa vie. L'énergie qu'il aurait dû employer au travail pour subvenir à l'entretien de sa famille, fut employée à jouer un rôle d'invalidé.

Quand Monsieur D., vint nous voir, sa femme l'avait mis à la porte et ses enfants seuls pourvoyaient aux besoins de la famille, avec de bien petits salaires: six et huit dollars par semaine.

Après l'entrevue, l'assistante téléphona au Fichier Central. La famille n'y était pas enregistrée. Comme Monsieur D. avait cependant été traité dans un hôpital de la ville, l'assistante écrivit à cet hôpital pour avoir un rapport médical. Une autre lettre fut envoyée à la Commission des Accidents du Travail, afin d'aider l'assistante à mieux comprendre le problème. Enfin, la vérification des salaires des enfants fut faite par correspondance avec les employeurs.

L'assistante visita quelques uns des nombreux médecins qui avaient soigné Monsieur D. Tous furent d'accord à dire que les maux dont se plaignait Monsieur D. étaient une conséquence de son état d'instabilité émotionnelle et non une suite de l'accident d'il y a dix ans. Les rapports de l'hôpital et de la Commission des Accidents du Travail confirmèrent ce diagnostic.

Ce qu'il fallait donc, comme remède à cet homme neurasthénique depuis si longtemps, c'était une vie normale régulière. Le plan de l'assistante sociale fut d'abord de rééduquer cet homme en lui faisant accepter la nécessité du travail quotidien et la responsabilité de venir en aide à sa famille. Puis l'éducation de la famille fut entreprise afin que tous ses membres se connaissent et se comprennent mieux les uns les autres.

Après neuf mois de travail assidu, la famille fut réunie au complet. Monsieur D. fut accepté dans un atelier où l'on enseigne aux infirmes et aux malades à se réhabiliter d'une manière rationnelle et intelligente. Monsieur D. s'est d'abord rendu à l'atelier pour observer les autres pendant les premiers jours; puis, il s'est intéressé au travail d'un compagnon qui faisait des tapis. Voici qu'il est maintenant fier de raconter à son épouse comment il a pu terminer une carpette en deux jours. La famille passa un jour de Noël des plus joyeux; sur la recommandation de l'assistante sociale, un dîner de Noël fut envoyé par un club bénévole généreux. Au cours de la soirée, tous chantèrent en chœur autour du vieux piano, excepté Monsieur D. qui se contentait de sourire assis dans son fauteuil et Mme D. qui, trop émue, pleurait dans sa chambre.

### *Service aux orphelins*

Etudions maintenant un autre cas où il s'agit du service rendu à des orphelins. Le service Social de l'hôpital Royal Victoria réfère à

notre bureau la famille G. qu'il connaît depuis deux ans. Monsieur G. est décédé depuis un an; c'était un cas de concubinage. Mme G. souffre d'un cancer et ses jours sont comptés. Mme G. reçoit une allocation du secours direct pour elle-même et ses quatre enfants; comme les aînés sont des garçons, la famille a bien besoin d'une ménagère.

Voici les noms et âges des enfants: Jules, 17 ans—André, 15 ans—Henri, 13 ans et Marie, 11 ans. Ces enfants auraient aussi besoin de direction car, depuis que leur mère est malade, ils sont livrés à leur propre initiative; les deux aînés restent au lit jusqu'à midi et les deux plus jeunes ont abandonné leurs classes; Henri préférerait livrer la marchandise d'un épicier de leur quartier, et Marie restait à la maison pour soigner sa mère laquelle est forcée de garder le lit.

A la suite d'une première entrevue avec l'assistante sociale, Mme G. prit auprès d'elle, une voisine amie qui offrit ses services comme ménagère; les services de cette personne furent retenus par le bureau. La mort ne tarda pas à accomplir son oeuvre. Huit jours après notre entrée dans cette famille, nous rencontrions des orphelins. Cette famille n'avait à Montréal qu'un seul parent, un neveu de feu Monsieur G., marié et vivant sous le secours direct. Dès notre première entrevue, celui-ci nous dit clairement qu'il ne voulait aucunement prendre la responsabilité des enfants; il trouvait, bien que sans travail, qu'il avait suffisamment perdu son temps avec les funérailles et le règlement de la succession. Celle-ci se résumait à une petite assurance qui couvrait les frais d'enterrement, et au produit de la vente des meubles.

Le placement des enfants était urgent. La maison devait être libre de ses occupants le soir même. L'assistante sociale demanda au Curé de la paroisse, s'il voulait bien nous aider à placer les deux aînés. Jules connaissait un cultivateur qui devait être de passage à Montréal ce soir-là et qui voulait l'employer sur sa ferme; ce monsieur fut convoqué à se rendre au presbytère afin de certifier les dires du garçon. Quant au second, André, il fut placé chez une dame connue de la famille et M. le Curé devait le recommander à la Jeunesse Ouvrière Catholique. André travaillait dans un restaurant depuis six mois. Henri et Marie furent placés temporairement à Ville-Emard, chez une amie de Mme G. Ces arrangements ne tardèrent pas à nous apporter certaines complications. La personne qui avait pris à sa charge André, se plaignait des désertions fréquentes du jeune homme, celui-ci n'entrait que très tard la nuit, et passait les fins de semaines hors du foyer. Avec l'assentiment du seul parent, l'assistante sociale se rendit avec lui, à la Cour Juvénile, pour porter plainte contre le jeune homme: M. le Juge prit la cause en considération et le jour-même, fit venir le jeune homme. Après lui avoir parlé sérieusement, il le convoqua à repasser huit jours plus tard. Durant ce temps, le cousin décida, pour le bien du jeune garçon, de le

garder chez lui. Celui-ci promis à son parent, et par la suite au Juge, de s'amender. A cette condition, il fut laissé en liberté.

D'autre part, la personne, qui avait, depuis trois semaines la garde des deux plus jeunes, voulut s'en décharger. Le seul cousin que ces enfants avaient, ne voulant pas en prendre la responsabilité, le Bureau d'Assistance aux Familles s'arrangea pour placer Henri dans une institution et Marie à l'orphelinat. Pour placer ces enfants, nous avons toujours demandé la coopération du cousin car il nous fallait les extraits de baptême, et voir à ce qu'ils aient un trousseau, etc. Un jour, ce parent nous informa qu'il avait pris, à la Cour, une tutelle légale pour les quatre enfants. Henri, au lieu d'être placé à l'institution, alla rejoindre le grand-frère à la campagne et Marie fut adoptée définitivement par ce parent.

A sa dernière visite, l'assistance sociale constata que la famille du cousin s'intéresse beaucoup aux enfants; des nouvelles de Jules et Henri ont été envoyées par leur employeur; les deux jeunes gens donnent entière satisfaction à ce cultivateur. André qui demeure chez son parent, avec sa soeur Marie, persévère toujours dans sa bonne conduite.

Ces gens sont très heureux que le Bureau d'Assistance aux Familles soit intervenu dans leur situation. Et les quatre orphelins ont un foyer et un tuteur légal intéressé et sincère.

La Directrice essaie de toujours rechercher avec le personnel, les causes véritables mais souvent cachées des problèmes qui nous viennent tous les jours, problèmes physiques et moraux. Voici ce qu'a dit à ce sujet Mlle Margaret Rich au Canadian Conference of Social Work, en juin 1938, à Vancouver:

"Plusieurs menaces de la vie familiale sont tangibles et évidentes. La perte de la sécurité financière ayant pour cause le chômage, un travail incertain, la maladie, ou le décès du pourvoyeur naturel de la famille, peuvent avoir pour résultat une nourriture défectueuse, des vêtements usagés et insuffisants, la vie dans un logement insalubre et encombré. Ces conséquences bien évidentes, menacent la santé physique et l'équilibre mental.

Encore plus désastreuse et moins facile à déceler est la tension morale qui résulte de ces privations matérielles. Vivre dans les taudis est très dommageable, mais quel malheur pour ceux qui par leur travail avaient atteint un certain niveau de vie et qui se voient forcés de redescendre l'échelle qu'ils avaient gravie. Logement misérable ne veut pas dire simplement manque d'air et de lumière et de salubrité; une maison encombrée crée une tension désagréable entre les membres de la famille et expose des enfants d'âge trop tendre, à être témoins des réactions émotives des adultes. L'absence de bonnes relations entre

voisins est souvent la conséquence de mauvaises conditions de logement, et est une menace aussi pour la saine vie de famille ainsi que pour la vie de société. Nous en trouvons des exemples frappants dans l'organisation de "bandes" qui se développent à la place de relations sociales saines et bienfaisantes.

Le chef de famille qui est sans travail ou employé irrégulièrement est bien près de perdre son autorité dans la famille. Ceci le concerne non seulement lui-même, mais aussi ses sentiments à l'égard de sa femme et de ses enfants et réciproquement. Quand, pour une raison ou pour une autre, une tension morale s'établit entre mari et femme, les enfants le sentent, bien qu'il n'y ait pas de querelle apparente, et ils en souffrent physiquement et moralement. . . .

Les méthodes de secours que nous employons pour sauver les familles dont la vie est menacée, doivent s'inspirer de principes qui tiennent compte de l'importance de la vie privée et des besoins physiques de ces familles. Dans ce champ d'activité, les assistantes sociales qui sont en contact quotidiennement avec les familles en détresse, doivent sans cesse poursuivre leurs études et évaluer les résultats de leur travail".

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### *Nouvelle Brochure Française*

NOUS VENONS de publier "Les premières années à l'école". Cette brochure fait suite aux Lettres Préscolaires et comprend une série de dix lettres adressées aux parents canadiens sur l'éducation de l'enfant au cours des premières années à l'école, notamment de six à onze ans. On y traite de la prévention des accidents, de l'alimentation, des maladies contagieuses, des déficiences physiques fréquentes chez les enfants de cet âge, du développement physique, intellectuel, moral et religieux de l'enfant. Le tout est écrit dans un langage simple et clair et est agréablement illustré.

Tous les parents soucieux de bien élever leurs enfants voudront lire cette brochure qui les secondera admirablement dans leur tâche d'éducateurs. Nous serons très heureux de faire parvenir gratuitement cette publication à toute personne qui nous en fera la demande.

M.H.

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La "Garde-Malade" publiait récemment cette pensée d'un auteur inconnu: "On ferait une fortune si l'on achetait les hommes au prix qu'ils valent pour les revendre au prix qu'ils s'estiment."

# *News* from the National Federation of Kindergarten, Nursery School and Kindergarten-Primary Teachers

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## *The Creative Efforts of the Young Child*

IN THE young child's life "art" has not been pigeon-holed: it is part and parcel of the day's activity, of immediate experience. To the Nursery School, Kindergarten and Primary Teacher belongs, therefore, a unique opportunity and a serious responsibility. Her's is the privilege of stimulating creative effort and of directing that effort when it has been aroused. The teacher must be aware of the aim, *e.g.*, of the subsequent level of development toward which each separate phase of creative effort is leading; the procedure by which this developmental sequence is maintained and, lastly, she must be able to understand and appreciate each and every result, whether it be the effort expended or the finished product, in terms of the developing child.

The child develops rapidly, consequently, for him, any activity is necessarily of rather short duration. Because of this very fact, his whole programme emerges in the form of a pattern in which certain motifs are repeated and developed in rapid and orderly progression. In order that this continuous process is not halted, it is imperative that the necessary routine of the class room be so organized as to be of the utmost value to the child himself, so that it becomes a part of, rather than a hindrance to, his creative activity. This is a practical factor which can be dealt with only by each individual teacher but which must be satisfactorily handled if there is to be any freedom or social organization within the group.

The young child is interested in drawing and painting. He likes to work on a large surface which gives adequate scope to his physical energy. He likes to model with many forms of plastic materials—clay, plasticine, paper pulp, paper mache, sand, asbestos, sawdust and paste and miscellaneous mixtures which can be developed by the ingenious teacher on the basis of locally available materials. He likes to construct things using many varieties of scrap wood, small prepared wood (such as beads, tooth picks, meat skewers and others) scrap metal, string wool, cardboard, colored paper, etc. Materials of this type have been developed through simple observation of the interests of children them-



selves. Look at a small child at play! Buttons, thumb tacks, wire, thread, cotton wool, blocks, pipe cleaners and spools, all find a valid purpose in his constructive activity. Here the question naturally arises as to what the child does with these materials and the benefit which he derives from the activity which is thereby stimulated.

### *Not Skilful in Adult Sense*

The child is obviously not skilful in the adult sense of the word. His manipulative capacity is limited. His visual perception is radically different from that of his elders; and finally, his motivation, though basically the same as that of all artists, is so simple and direct as to appear a peculiar force of its own. For example, the child does not draw a figure of a man as we would see it. Indeed, we may even go so far as to say that he does not draw the figure as he, himself, sees it, but, rather, *as he knows it to be*. Thus, those parts of the body which are the most obvious or significant to him, he draws first—head, arms and legs. He paints houses with enormous doors and windows, with the side wall and two ends shown simultaneously. He puts the sky above all other objects in his picture and makes it blue, yellow, brown or black as its *character* dictates. Four legged creatures he expresses realistically;—it is quite by accident that he uses the identical symbols which we, with our visual conventions, have come to accept as meaning “eight legs”. Heads, he almost invariably places front view. Hands, protrude on either side of the body—never on the same side. And so on. All of us are familiar with these typical forms and we should recognize and evaluate them as expressions of what the child *knows*. We can use these expressed interests as the basis for studying further development. We can study the child's reaction to his former experiences; we can see clearly those factors which have been sufficiently significant to warrant visual expression, and on this knowledge we can build a series of planned activities designed to lead him to an ever broadening understanding of his own environment. Obviously, if we impose our own viewpoint and our own standards on the child, our opportunity for stimulating his own creative activity is lost. We are then demanding of the child that he accomplish utterly meaningless acts of skill—precocious reproductions of the visual world—and at that, not *his* visual world, but ours.

### *The Child is an Artist*

The child is an artist. Give him a sheet of paper and he will fill it; give him a chunk of clay and he will work it, solidly, with his whole hands; give him sticks and spools and he will use them as they are—directly, truly,—without any attempt to torture them into what, by their very material nature, they were not meant to be. In this sensitive reaction to the suitability of things, the average child far outstrips the

average adult, whose perceptions are blunt and self conscious by comparison. It is this sensitivity, this awareness which should be so precious to the educator for it is by this that the child grows, not alone by his susceptibility to new experiences, but also by his capacity for ever developing forms of expression, which in themselves constitute and lead into still further experience. To draw an animal provides an opportunity for telling what one knows of that animal. But to model the same creature in clay, or to make a costume suggestive of its characteristics demands a whole new series of reactions to the given object. The young child, like the artist, is capable of what we, too vaguely, call "abstraction". That is, he is enormously sensitive to his environment, not by reason of its moral, or intellectual, or even its social aspects but by reason of its sensual characteristics—the *line* of a tree, the *bulk* of a building, the *movement* of a figure, the *tone* of a voice, the *feel* of a toy. He does not tell us this, of course, but if we observe carefully we will notice that it is to these factors that he reacts most directly. And it is in these things that the strength of the child lies, through these he can approach a vital, realistic and imaginative understanding of the nature of the world in which he lives.

DOROTHY MEDHURST, Instructor, Children's Art Centre, Toronto.

#### SUGGESTED REFERENCES

- "*Psychology of Children's Drawings*". Helga, England.  
"*Picture Making by Children*". Tomlinson, 'The Studio', England.  
"*Crafts for Children*". Tomlinson, 'The Studio', England.  
"*Let the Child Draw*". Perrine, Frederick A. Stokes Co., New York.  
"*The Psychology of Art*". Ogden, Charles Scribner's Sons, New York.

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### Book News

"Let the emphasis be upon the broadness of the meaning of music to the child, upon the child's learning by doing at his natural level of successful achievement." *Parent's Magazine*, March 1939, Carl E. Seashore. "Music Before Five".

"Never ask a child if he wants to do something that he should do . . . the reply nine times out of ten will be no." *Parent's Magazine*, April 1939, C. H. Moses. "Ways That Succeed with Children".

"The wireless interests the child, he attends in order to express; the more he attends the better, and finally he has learnt to control his attention." *The New Era*, March 1939, Nellie Mitchell. "Wireless in an Infants' School".

Beginning with the March issue of *Child Study*, "the Radio Committee of the Child Study Association will sponsor a department of notes and comment on current radio programs."

"You don't consider neatness a virtue, nor do you include neatness and independence in the same category as personality or character traits." *Child Study*, February 1939, W. E. Blatz. "Some Reflections on Habits".

Peterson, T. J., "A preliminary study of the Effects of Previous Nursery School Attendance upon 5 year old children entering Kindergarten. Univ. Iowa Studies. *Child Welfare*. 14: 197-248, 1938.

"Children's drawings as well as their development should be looked upon as an expression of their desire for constructive adaptation to the world." Schilder, P., "The Child and the Symbol". *Scientia Milano*. 1938.

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## Local News

The year is almost over and it behooves us who have been helping children in their creative efforts to seek out a little creative living for ourselves—Here are some suggestions.

The Children's Play Bureau presents a course of six lectures on directing the dramatics of children. Address inquiries to 24 Hayter Street, Toronto.

The Art Gallery of Toronto offers many opportunities and privileges both for the adult and for the child. Many of the activities for adults are not available except through membership but for the child there are classes and study groups for which an enrolment fee only is required. The most important extension of the Art Gallery's educational work during the past five years has been the establishment of the Children's Art Centre at 4 Grange Road. The Children's Art Centre is open at all times and visits of members are cordially invited—visitor's day is Tuesday afternoon. Summer classes for children are held in July and August, three days a week for six weeks. For detailed information concerning membership, activities, etc., write to the Art Gallery of Toronto, Educational Department, Telephone Ad. 4388.

The Canadian Guild of Potters announces the opening of studios at 51 Gerrard Street, West. Facilities for making pottery and working in clay-modelling are at the disposal of all members and non-members at a small fee. Saturday morning classes in clay-modelling are being arranged for young children.

Did you know that one of the little girls from Miss Baggs' and Miss Dickson's Model Kindergarten at Orde Street School conducted several numbers at the last children's concert given by the Toronto Symphony Orchestra?







# Canadian Welfare Council

Founded in Ottawa, in 1926, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.  
COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

## OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

## METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

## MEMBERSHIP

The membership shall be of two groups, organization and individual.

(1) Organization membership shall be open to any organization, institution or group having the purpose of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

## FEES

1. Sustaining Members..... Annual Fee, \$50.00 — Representative: 5
2. National Organizations..... Annual Fee, \$5.00 — Representative: 3
3. Provincial Organizations..... Annual Fee, \$3.00 — Representative: 2
4. Municipal Organizations..... Annual Fee, \$2.00 — Representative: 1
5. Individual Members..... Annual Fee, \$1.00 — Representative: 1
6. Annual Non-Member subscription—The WELFARE Summary..... \$1.50

In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

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